East Side Lake Winnipeg

Round Table Terms-of-Reference

Protecting & Managing *our Future*

Manitoba Conservation

The East Side Round Table has been commissioned by the Conservation Minister to bring forward recommendations and a sustainable land use plan for the East Side of Lake Winnipeg. The following terms-of-reference provide the framework for the development of the East Side Lake Winnipeg Plan:

A) FUNDAMENTAL PRINCIPLES

1. The East Side Round Table will advise the government on the establishment of land use zones within the East Side planning area (Figure I) based on the following fundamental principles:
   a. Maintaining the ecological integrity and biological functions of the boreal forest within the planning area.
   b. Respecting and advancing the social, economic, cultural and traditional needs of First Nations, Metis and other communities located within the planning area.
   c. Recognizing, affirming and be in compliance with treaty obligations and Aboriginal rights.

B) MANDATE AND TIME FRAME

2. The East Side Round Table will provide recommendations and direction on the development of a Broad Area Land Use Plan for the East Side of Lake Winnipeg with a final recommended plan completed and submitted to the Conservation Minister by June 2004.

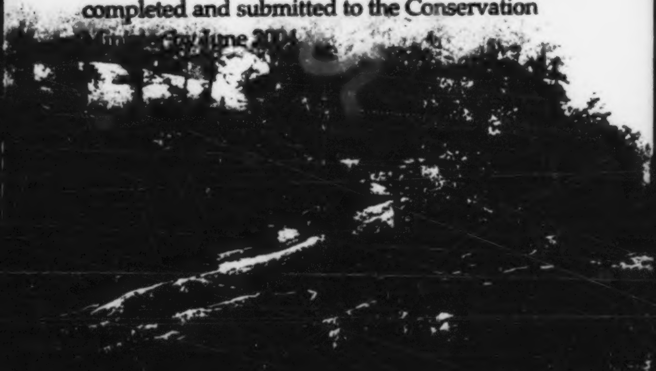

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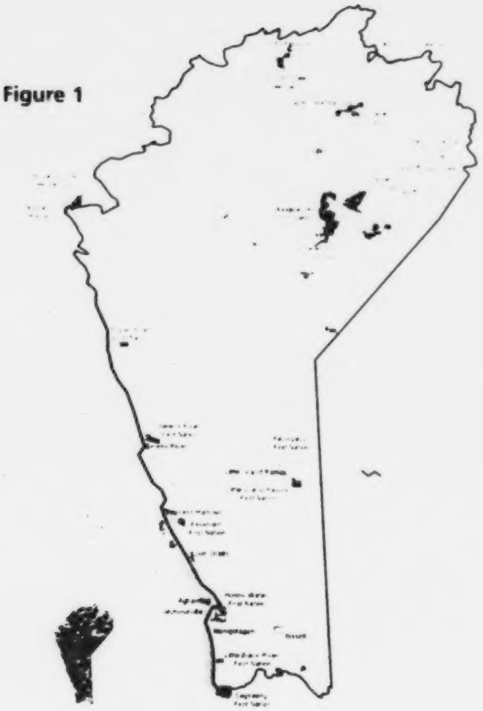
Figure 1



Map is for illustrative purposes only

C) SPECIFIC REQUIREMENTS

3. The East Side Plan and Round Table recommendations will acknowledge, and be consistent and co-ordinated, with existing provincial government initiatives and commitments and other land use planning activities including but not limited to:
   a. The Consultation on Sustainable Development Implementation recommendations
   b. Treaty Land Entitlement
   c. The Protected Areas Initiative and accompanying First Nations Memorandum of Understanding
   [illegible] Priorities for Sustaining Manitoba's Forests
   [illegible] Northern Development Strategy
   [illegible] management Initiative
   [illegible] Manitoba Water Strategy
   h. Existing tenures and historical and traditional uses and activities

4. The East Side Plan will recognize [illegible] where appropriate, integrate local community plans.
5. The East Side Round Table will consult with an advisory body made up of representatives of First Nations, Metis and other organizations, public interest groups, industry organizations and communities.
6. The East Side Round Table will consult with a First Nations Council made up of community representatives to seek direction and information on consultation with community members, traditional ecological knowledge and local community plans.
7. The East Side Round Table will ensure the timely distribution of minutes, reports and results of consultations to communities within the planning area and through the public registry.
8. The Round Table shall, as part of the East Side planning process and in keeping with the fundamental principles of the planning process outlined in #1, provide advice on:
   a. mechanisms for ensuring meaningful First Nation, Metis, local public and other community consultations in future land and resource allocations
   b. the relationship that should be established between the Broad Area Plan and local community plans
   c. the traditional activities within the planning area based upon traditional ecological knowledge
   d. the options (e.g., north-south versus east-west route alternatives) in the East Side Transportation Network Study to be conducted by Manitoba Transportation and Government Services
   e. the proposed transportation assessment work plan of Manitoba Transportation and Government Services which will include the planning, consultation, upgrading and construction of the road to the Bloodvein community

f. future use of forest resources

g. potential electrical transmission facilities within the planning area

h. the potential for mineral development and its acceptability within the various land use zones that may be designated in the planning area

i. the needs, opportunities and acceptability of tourist development in the planning area

j. any other relevant issue or proposal referred to the round table by the provincial government or by communities.

D) COMPONENTS OF THE PLAN

9. The components of the East Side Plan will include, at minimum:
   a. a vision for the planning area
   b. goals and objectives based upon the needs of the area
   c. background and history on land and resource use including traditional land use of the area
   d. ecosystem, land use and resource management principles and / or codes of practice
   e. a land use zone map with policies and / or guidelines for each zone
   f. a summary of input received from the advisory committees and consultations and how it is considered in the plan
   g. identification of incompatibilities with existing policies or lack of policy
   h. guidelines for reviewing future proposals in the area
   i. procedures for the regular review and amendment of the approved plan
   j. a glossary of significant resource allocations, licences, permits and any other allocations and the issuing body

E) PHASE 1 PRELIMINARY DISCUSSIONS FINAL REPORT

10. The East Side Round Table shall conduct its activities consistent with, and having regard to, the recommendations of the Phase I Preliminary Discussions Final Report in regards to:
   a. the planning process
   b. its roles and responsibilities
   c. the role and duties of the members
   d. its rul[illegible] procedures
   e. exis[illegible] new development proposals

East Side Lake Winnipeg

Broad Area Planning Initiative

Phase 1 • Preliminary Discussions • Final Report

Comments and Recommendations • 2002

Protecting
& Managing
our Future

Manitoba
Conservation

EXECUTIVE SUMMARY

In July, 2000, the government of Manitoba announced its acceptance of the *Consultation On Sustainable Development Implementation (COSDI) Report*. The report recommended, among other things, that the implementation of sustainable development include the creation of broad area plans across the province. Broad area planning is defined as integrated and co-ordinated planning that is based on the sustainability of the ecosystem. Broad area plans ensure future land, resource and development decisions address the environmental, social, health, cultural and economic needs of the public, local communities, First Nations and various stakeholders and interest groups. The *COSDI Report* went on to recommend an inclusive public process and guidelines for meaningful consultation with First Nations and Aboriginal communities towards the development of a province-wide protocol on land and resource decision-making.

On August 9, 2000, Conservation Minister, Oscar Lathlin, announced the government would initiate broad area planning on the east side of Lake Winnipeg as a pilot for broad area planning across the province. This region was chosen for two primary reasons.

1. The east side of Lake Winnipeg is a unique region of the province because it contains a vast expanse of undeveloped contiguous boreal forest. The need for sustainable planning in this area has been reinforced by the recent *Manitoba Climate Change Task Force Report*. This report stated that Manitoba is at risk of losing both the southern and northern edges of the boreal forest to climate change.

2. The east side of Lake Winnipeg is a unique region with communities that do not have access to the transportation networks and economic opportunities that most Manitobans take for granted. The need for planning in this regard has also been reinforced by the *Climate Change Task Force Report* that highlighted the dramatic effects of climate change on winter road and food distribution systems for communities in this, and other remote and northern regions.

The objective of the east side planning process is to bring together local communities, First Nations, industry and environmental organizations to develop a vision for land and resource use in the area that respects both the value of the boreal forest and the needs of local communities. It is expected that the east side process will result in a blue print for the area that will address protected areas, traditional activities, transportation needs and economic development. It is also expected that the east side process may result in recommendations on further study or consultation that may be needed following the submission of the east side plan.

The east side Lake Winnipeg broad area planning initiative has been divided into two phases:

1. preliminary discussions

2. plan preparation and adoption

Under Phase 1, a three-member government review panel was established to discuss with First Nations, local communities, the public, industry, non-government organizations and others interested in the future of the area.

The objectives of the preliminary discussions are to gather views and have the review panel make recommendations on several elements of the initiative including:

- the steps and timing for the planning process;
- the boundaries for the planning area;
- the establishment of an east side Lake Winnipeg round table and larger stakeholder advisory committees; and
- current major issues and options for the area, including forest resources, protected areas, community economic development, potential for improved transportation and potential for hydro corridor.

The panel attended meetings with First Nation communities, environmental and recreational organizations and industry. The panel provided briefings to two provincial departments, Manitoba Hydro and Ontario Natural Resources. Meeting notes were taken at most meetings. Some interested groups returned comment sheets, and / or provided written submissions.

In the summer of 2001, it was determined that additional consultations were required. Letters were sent extending the consultations to the end of September 2001. On November 9, 2001, the November 6th draft *East Side Lake Winnipeg, Phase I Report* was released and distributed for comment to participants and interested parties.

The report was also placed on Manitoba Conservation's Public Registry Network and on the Internet at www.gov.mb.ca/conservation/eastsideplan.

There was considerable response from citizens, communities, industry and environmental organizations through the preliminary phase of planning. These responses are reproduced in this report and are also available through the public registry. The following represents recommendations based on the first phase of discussions and responses to the November 6th draft report.

The findings and recommendations have been organized into six sections:

- The Planning Area;
- Issues and Opportunities;
- The Planning Process;
- Research Needs;
- Phase I Discussions; and
- Advisory Bodies – Roles and Responsibilities.

THE PLANNING AREA:

On the topic of planning area boundaries, it is recommended that:

1. The east side planning area be defined by watershed boundaries as outlined in figure 1.

ISSUES AND OPPORTUNITIES

In respect of a number of issues discussed, it is recommended that:

- Treaty and Aboriginal Rights:

2. The east side plan recognize, affirm and be in compliance with treaty obligations and Aboriginal rights and be consistent with the consultation / protocol guideline recommendations of the COSDI Report respecting First Nation and Aboriginal peoples.

- Aboriginal and Community Development:

3. The east side round table review the status of community planning in the planning area and provide advice on ways and means to meet the needs for community plans.

4. The east side round table provide advice on the relationship that should be established between the broad area plan and local community plans and how they may be integrated into the large area plan for the east side of Lake Winnipeg.

- Traditional Activities:

5. The east side round table include traditional ecological knowledge and address traditional activities within the planning area.

- Protected Areas:

6. Commitments to protected areas should be honoured through the established process.

- Consultations on Land and Resource Allocations:

7. The east side round table provide advice on mechanisms for ensuring meaningful First Nation, Aboriginal, local public and community consultations in future land and resource allocations, consistent with the consultation / protocol guideline recommendations of the COSDI Report.

- Existing Land Uses and New Development Proposals:

8. Existing land uses including forest tenure and protected areas designation shall continue. Crown land and resource development and allocation requests which have a minor land use or environmental effect would be processed and approved or declined as per normal government administrative procedures. Examples include: cottage lots, lodge outcamps, trapping cabins, and fishing and hunting licences. Upon approval of the plan, allocations and land uses would then be administered in compliance with the plan.

- Forest Resources:

9. The east side round table provide advice on protecting the values of the boreal forest, its sustainability, and sustainable use including, but not limited to:

- *maintaining biological diversity and ecological functions;*
- *role in carbon storage;*
- *non-timber forest products;*
- *ecotourism; and*
- *sustainable forest harvesting activities.*

10. The province not permit any major new timber allocation beyond the annual allowable cut, as determined by Manitoba Conservation within Forest Management License # 1 and historical allocation levels in Integrated Wood Supply Area # 1, subject to annual public review and pending completion of the broad area plan.

- Transportation Issues:

11. The east side round table provide advice and input on the options (e.g., north-south versus east-west route alternatives) in the east side transportation network study to be conducted by Manitoba Transportation and Government Services. Manitoba Transportation and Government Services work with the east side planning secretariat and directly with the east side round table to ensure the effective and efficient co-ordination of planning and communication activities in the planning area.

12. The east side round table provide advice on the proposed transportation assessment work plan of Manitoba Transportation and Government Services which will include the planning, consultation, upgrading and construction of the road to the Bloodvein community.

- Tourism and Recreation:

13. The east side round table consider and address the opportunities and acceptability of ecotourism and tourist development in the planning area.

- Hydro Issues:

14. As part of the planning process, Manitoba Hydro co-ordinate any future transmission line communications and public consultation activities with the east side round table. The east side round table provide regional guidance relative to Manitoba Hydro in regards future electrical transmission facilities within the planning area. Manitoba Hydro work with the east side planning secretariat and directly with the east side round table to ensure the effective and efficient co-ordination of planning and communication activities in the planning area.

- Mining Issues:

15. The east side round table consider the potential for mineral development and its acceptability within the various land use zones that may be designated in the planning area.

16. Mining exploration and development in the planning area continue as per existing established public consultation requirements, environmental review and licensing requirements and other required reviews and permitting processes and procedures.

- Other Issues:

17. The government should seek the advice of the round table on any significant issue which might arise during the course of the planning process.

THE PLANNING PROCESS:

In respect of the planning process, the following recommendations address:

- the planning process to be followed;
- the timetable for completion of the plan;
- the general components of the plan; and
- the method of providing information to the public.

It is recommended that:

18. The following general process be adopted for the preparation and adoption of the east side Lake Winnipeg broad area plan.

Step 1. The east side round table:

- *collects information;*
- *undertakes research;*
- *prepares a communication and discussion / consultation plan for involving First Nations, local Aboriginal communities, the public and stakeholders; and*
- *conducts discussions and consultations to identify the vision, goals, and objectives for the plan and the issues and concerns to be addressed. The round table will consider options and alternatives, including alternative forms of economic development for addressing the issues.*

The round table consults with the First Nation east side council and east side advisory committee throughout the process.

Step 2. The east side secretariat, in consultation with the interdepartmental working group, prepares a draft east side plan as directed by the round table.

Step 3. The east side round table undertakes First Nation, local Aboriginal community, public and stakeholders public discussions / consultations on the draft plan.

Step 4. The east side secretariat, in consultation with the interdepartmental working group, amends plan as directed by the round table.

Step 5. The east side round table forwards plan to the minister for consideration.

Step 6. The minister forwards the plan to cabinet with recommendations.

19. The east side Lake Winnipeg plan be submitted to the Conservation Minister within two (2) years.

20. The components of the east side plan include, at minimum:

- *a vision for the planning area;*
- *goals and objectives based on the needs of the area;*
- *ecosystem, land use and resource management principles and / or codes of practice;*
- *a land use zone map with policies and / or guidelines for each zone;*
- *a summary of input received from the First Nation Council, advisory committee and public consultations;*
- *identification of any incompatibilities with existing policy or lack of policy;*
- *procedures for the regular review and amendment of the approved plan; and*
- *a glossary of significant resource allocations, licences, permits and other allocations and the issuing body.*

21. A dedicated public registry and Web site be established and other means identified and used for the purpose of making available to the public: reports, information and draft plans prepared by, or for, the east side round table and First Nation council and advisory committee. Whenever possible, local community resources should be used to distribute information.

RESEARCH NEEDS

In respect of research needs, it is recommended that:

22. A list of existing environmental, biological diversity, social, economic, resource, land use, tenure, government commitments, biophysical, heritage, etc. information, reports, data bases and maps be compiled by the interdepartmental working group. This list will be used by the east side round table and be made available to First Nations, Aboriginal communities, the public and stakeholders through a variety of means including the dedicated public registry and east side Web site.

23. The east side round table identify its data needs, as soon as possible, so that research may be initiated, including the hiring of consultants as appropriate.

24. The east side plan be prepared using the best available information within the established time table subject to future amendments as new and better information becomes available.

PHASE 1 DISCUSSIONS

It is further recommended that:

25. This report be placed on the dedicated east side public registry, east side Web site and other venues and forwarded directly to all participants.

26. The east side round table develop and implement a communication plan to meet the needs of First Nations, communities and stakeholders, which shall also address translation service requirements.

ADVISORY BODIES – ROLES AND RESPONSIBILITIES:

It in respect of advisory bodies, the following recommendations address:

- the roles and responsibilities of the east side round table, a First Nation east side council and an east side advisory committee, see organizational chart in appendix 6;
- the membership of these bodies;
- the role and duties of the chairperson;
- the rules and procedures these bodies should follow;
- the establishment of an interdepartmental working group; and
- the support provided to these bodies, by an east side planning secretariat.

It is recommended that:

27. An east side round table be established to provide recommendations, within established deadlines, on the preparation, content, and implementation of a broad area plan for the east side Lake Winnipeg planning area. Its duties include, but are not limited to:

- *developing a work plan;*
- *overseeing the application of relevant sustainable development and provincial land use policies and collection of necessary background information;*
- *undertaking meaningful public meetings and consultations for the purpose of:*
    - *identifying goals, objectives and values for the east side plan,*
    - *identifying issues and concerns to be addressed,*
    - *obtaining public input on options and alternatives to address issues and proposed land and resource allocations,*
- *providing on-going advice on proposed significant land and resource allocations;*
- *consulting with the First Nation east side council and east side advisory committee;*
- *working with the interdepartmental working group who provide planning advice to the east side round table;*
- *undertaking public consultations on the draft east side plan and giving advice on the amendment of the draft plan; and*
- *making final recommendations on the plan to the minister.*

28. The east side round table be comprised of members appointed by the Conservation Minister, which should include representation from:

- *local First Nation communities,*
- *Assembly of Manitoba Chiefs,*
- *Manitoba Metis Federation,*
- *northern communities drawn from the Northern Affairs Community Council,*
- *the forestry, trapping, mining and tourism sectors,*
- *non-government social, recreational and environmental organizations.*

Note: a direct link to the Manitoba Round Table for Sustainable Development and the Manitoba Aboriginal Resource Council should be considered in the appointment of members to this round table.

29. *Members appointed to the east side round table:*

- *represent the public interest and not their organizations; and*
- *provide their best judgement, knowledge and expertise in accomplishing the task given to the round table.*

30. *A chairperson for the east side round table be appointed, whose duty would be to:*

- *ensure the round table operates in an effective and efficient manner;*
- *act as the spokesperson of the round table;*
- *preside over round table meetings;*
- *set the agenda for round table meetings;*
- *chair meetings of the First Nation east side council and east side advisory committee;*
- *liaise with the minister and interdepartmental working group chairperson; and*
- *carry out such other duties as deemed appropriate and consistent with the round table's purpose and duties.*

31. *The east side round table operate in accordance with the following rules and procedures:*

A. *Quorum: A quorum for the regular meeting of the east side round table shall be 50 per cent plus one of the total membership of the round table.*

A quorum for a meeting of any established round table subcommittee shall be established by the members of the subcommittee.

B. *Decisions: The round table and its subcommittees shall use consensus decision-making as the normal process of reaching decisions.*

Consensus is defined as: general agreement on a conclusion, that is, no substantial disagreement with a conclusion. The round table shall establish its own rules and procedures for deciding when consensus has been reached.

C. *Advice Received: When advice is received from the First Nation east side council and east side advisory committee, the round table shall by written correspondence:*

- *acknowledge receipt of the advice; and*
- *shall provide to the council and committee a response as to the decisions taken by the round table in respect of that advice.*

D. *Meetings: The members of the round table and the members of any established round table subcommittee shall determine which meetings shall be open to the public and which will be held in-camera.*

E. *Minutes: The round table shall have a written record of its meeting and those of its subcommittees. Subcommittee minutes shall be made available to all round table members. Approved meeting minutes shall be put on the public registry.*

Minutes shall reflect decisions made at meetings, differing points of view if consensus is not reached and any relevant issue or conclusion. Points made will not be attributed to any member unless agreed to or requested by that member.

Draft minutes shall be circulated to members for correction within one week following a meeting and a revised minute forwarded for approval at the next meeting.

F. Subcommittees: All subcommittees report to, and are advisory to, the full round table. Unless a subcommittee chairperson has been appointed by the round table or the chairperson of the round table, the members of the subcommittees shall elect their own chairperson.

Subcommittees may, with the approval of the chairperson of the round table, invite others who are not members of the round table to participate, in a resource capacity only, on the subcommittees.

32. The east side round table may:

- *establish subcommittees to undertake specific tasks on behalf of the round table; and*
- *make additional rules and procedures to govern its operations and conduct.*

33. An honorarium be offered to the members of the east side round table and member expenses be paid in accordance with the government's general manual of administration.

34. A First Nation east side council and an east side advisory committee be established to help the east side round table in the preparation and implementation of a broad area plan for the east side Lake Winnipeg planning area. The First Nation council and the advisory committee would provide direction as appropriate on:

- *the conduct of public meetings and consultations to ensure full consultation with community members;*
- *the goals, objectives and values for the east side plan;*
- *the issues and concerns to be addressed;*
- *options and alternatives to address issues;*
- *integrating community plans into the planning process;*
- *bringing forward traditional knowledge; and*
- *the draft east side plan and amendment of the draft plan.*

35. The First Nation east side council be comprised of a representative from First Nation communities and the east side advisory committee be comprised of a representative appointed by their organizations including, but not limited to:

- ***First Nation and Metis organizations,***
- ***local government and / or local government organizations,***
- ***resource industries and / or related associations,***
- ***social, recreational and environmental non-government organizations,***
- ***tourism businesses and / or organizations,***
- ***federal government.***

36. Members of the First Nation council and the advisory committee:

- *represent the First Nation community, and organization to which they are affiliated;*
- *provide the position of their community and organization; and*
- *provide their best judgement, knowledge and expertise.*

37. The chairperson of the east side round table be the chairperson of the First Nation council and advisory committee, whose duties include:

- *ensuring the council and advisory committee operate in an effective and efficient manner;*
- *acting as the spokesperson of the council and advisory committee;*
- *presiding over meetings;*
- *setting the agenda for meetings; and*
- *carrying out such other duties as required consistent with the council's and the advisory committee's purpose.*

38. The First Nation council and the advisory committee may establish subcommittees to undertake specific tasks on behalf of the council or committee.

39. The First Nation council and the advisory committee operate in accordance with the following rules and procedures:

A. Meetings: The members of the council and the advisory committee and the members of any established subcommittee shall determine which meetings shall be open to the public and which will be held in-camera.

B. Minutes: The council and the advisory committee shall have a written record of its meeting and those of its subcommittees. Subcommittee minutes shall be made available to all council or advisory committee members. Approved meeting minutes shall be put on the public registry.

Minutes shall reflect decisions made at meetings, differing points of view if consensus is not reached and any relevant issue or conclusion. Points made will not be attributed to any member unless agreed to or requested by that member.

Draft minutes shall be circulated to members for correction within one week following a meeting and a revised minute forwarded for approval at the next meeting.

C. Subcommittees: All subcommittees report to, and are advisory to, the full council or advisory committee. Unless a subcommittee chairperson has been appointed by the council or advisory committee or the chairperson of the council or advisory committee, the members of the subcommittees shall elect their own chairperson.

40. First Nation council and advisory committee members be paid their expenses in accordance with the government's general manual of administration.

41. An interdepartmental working group be established to act as in-house consultants to the round table, by providing planning, resource and policy advice and information.

42. Manitoba Conservation chair the working group.

43. The working group be comprised of provincial government staff, appointed by their respective departments, including but not limited to staff from the following provincial and federal government departments and agencies:

- *Manitoba Conservation,*
- *Manitoba Aboriginal and Northern Affairs,*
- *Manitoba Industry Trade and Mines,*
- *Manitoba Transportation and Government Services,*
- *Manitoba Intergovernmental Affairs,*
- *Manitoba Family Services and Housing,*
- *Manitoba Health*
- *Manitoba Culture, Heritage and Tourism,*
- *Manitoba Hydro,*
- *Fisheries and Oceans Canada,*
- *Environment Canada,*
- *Indian and Northern Affairs Canada.*

44. An east side planning secretariat be established to provide staff support to:

- *the east side round table,*
- *the First Nation east side council,*
- *east side advisory committee.*

45. The secretariat be comprised of staff from Manitoba Conservation and other government agencies and may include consultants to provide such other support, facilitation and expertise as may be required to carry out the duties of the secretariat.

The secretariat be composed of:

- *a project leader,*
- *project planner,*
- *assistant planner,*
- *geographic information system professional,*
- *administrator,*
- *community specialist.*

46. The duties of the secretariat in respect of the round table include, but not limited to:

- *arranging round table meetings;*
- *preparing and distributing meeting agenda, briefing notes and background materials;*
- *reviewing and analyzing reports and information received for consideration of round table members;*
- *undertaking research;*
- *briefing members on topics and issues;*
- *recording and distributing meeting minute;*
- *preparing correspondence;*
- *preparing round table reports;*

- *arranging public consultation workshops, open houses and meetings, administering the general operations of the round table, for example, co-ordinating payment of expenses, such as, honorariums, travel, meeting rooms, printing and maintaining round table files; and*
- *preparing the draft and final east side plan at the direction of the east side round table.*

47. The duties of the secretariat in respect of the First Nation council and advisory committee include, but not limited to:

- *arranging meetings;*
- *preparing and distributing meeting agenda, briefing notes and background materials;*
- *recording and distributing meeting minute;*
- *preparing correspondence and reports; and*
- *administering the general operations of the council and advisory committee, for example, co-ordinating payment of expenses, such as, travel, meeting rooms, and maintaining files.*

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I. INTRODUCTION

This report outlines the results of discussions under Phase 1 of the broad area sustainable development planning initiative for the east side of Lake Winnipeg.

The findings and recommendations of the review panel have been organized into six sections:

- The Planning Area,
- Advisory Bodies – Roles and Responsibilities,
- The Planning Process,
- Issues and Opportunities,
- Research Needs, and
- Phase I Discussions.

Meeting notes and written submissions are provided in full in the appendices of this report, including submissions received on the first draft report and recommendations.

To assist readers, recommendations and comments, in whole or in part, have been copied from the notes (Appendix 3)and submissions (Appendix 4) and placed into one or more of the six sections of the report to allow readers to view all the comments related to a specific issue or topic.

Comments on the first draft recommendations, in whole or in part, have been copied from the submissions (Appendix 5) and listed under each appropriate first draft recommendation to allow readers to view the comments related to that specific draft recommendation.

Broad Area Planning - a Government Sustainable Development Initiative

On June 29, 2000, the Manitoba government announced a series of steps to ensure the implementation of sustainable development principles and guidelines into the everyday workings of government.

The acceptance of the *Consultation on Sustainable Development Implementation (COSDI)* report was identified as the first step and a fundamental element of an overall sustainable development strategy for Manitoba. Established to consider and make recommendations on how to best implement sustainable development principles and guidelines into environmental, land use planning and regulatory processes, a multi-stakeholder committee recommended that the government of Manitoba initiate broad area planning based on natural areas such as watersheds (see Appendix 1 for COSDI large area planning recommendations).

On August 9, 2000, Oscar Lathlin, Conservation Minister announced the government was initiating a process of broad area planning for land and resource use on the east side of Lake Winnipeg. The objective being to establish a planning process, in collaboration with the public, local communities, industry and First Nations, that will ensure comprehensive public involvement and provide the opportunity to develop a consensus vision for land and resource use in the area. The initiative would also act as a pilot project for a broad area planning program which will eventually cover the entire province.

The east side of Lake Winnipeg region was chosen for two primary reasons.

1. The east side of Lake Winnipeg is a unique region of the province because it contains a vast expanse of undeveloped contiguous boreal forest. The need for sustainable planning in this area has been reinforced by the recent *Manitoba Climate Change Task Force Report.* This report stated that Manitoba is at risk of losing both the southern and northern edges of the boreal forest to climate change.

2. The east side of Lake Winnipeg is a unique region with communities that do not have access to the transportation networks and economic opportunities that most Manitobans take for granted. The need for planning in this regard has also been reinforced by the *Climate Change Task Force Report* that highlighted the dramatic effects of climate change on the winter road and food distribution systems for the communities in this, and other remote and northern regions.

What is Broad Area Planning

COSDI Perspective

The *COSDI Report* indicates that broad area plans on natural boundaries would provide the opportunity to develop the information and knowledge of ecosystems across administrative and political boundaries, over larger landscapes for long periods of time and across land, water and air.

The objectives being:

- to identify the main issues that must be dealt with in the long-term to ensure the values of the ecosystem are to be maintained or improved;
- to set targets; and
- to ensure implementation of priorities.

Broad area plans would provide direction and coordination of other planning activities; provide guidance and direction as to:

- resource planning and allocation,
- conservation and protected areas,
- economic and social services,
- infrastructure, e.g., transportation and
- the types of development to be encouraged in the planning area.

Provincial Perspective

From a provincial viewpoint, broad area sustainable development planning is integrated and coordinated planning with an ecosystem focus that ensures future land and resource allocations and proposed developments address social, environmental, health, cultural and economic needs of the public, local communities, First Nations and various stakeholders and interest groups.

Broad area, ecosystem planning and management concepts provide a more complete and meaningful planning approach, by placing on an equal footing with other traditional factors the health and integrity of landscape ecosystems which produce the goods and services that society values.

A broad area, ecosystem approach requires a shift in perspective, from single purpose orientation to a holistic form of planning and management. A broad area planning system is a fully integrated land, environmental, social, cultural, economic and natural resource planning system that involves all citizens of Manitoba to ensure continuity, integration, accountability and enforceability of decision making while maintaining and enhancing ecosystem functions and integrity and meeting the social, economic, health and cultural needs of Manitobans.

II. EAST SIDE PLANNING PROCESS PHASE I

Purpose and Objectives of Phase I

The east side Lake Winnipeg broad area planning initiative has been divided into two phases:

1. preliminary discussions; and
2. plan preparation and adoption.

Under Phase 1 of the project, a three-member government review panel was established to discuss with First Nations, local communities, the public, industry, non-government organizations and others interested in the future of the area (see Appendix 2).

The objectives of the preliminary discussions are to gather views and make recommendations on several elements of the initiative including:

- the steps and timing for the planning process;
- the boundaries for the planning area;
- the establishment of an east side Lake Winnipeg round table and a larger stakeholder advisory committee, and
- current major issues and options for the area, including the forest resources, protected areas, community economic development, potential for improved transportation and potential for hydro corridor.

The three member panel was comprised of:

- Mr. Blair McTavish of Manitoba Conservation,
- Mr. Joe Morrisseau of Manitoba Aboriginal and Northern Affairs, and
- Mr. Bruce Bremner of Manitoba Conservation.

Phase 1 - Public Participation

The east side planning initiative review panel held meetings with a variety of interested groups. Groups were contacted in writing by the minister and subsequently by the review panel. A newsletter outlining the proposed east side planning initiative was sent to each group. Follow up phone calls were placed to some, notably those based outside of Winnipeg, where travel and meeting arrangements were required.

Meetings were held with a number of First Nation communities, environmental and recreational organizations and industry.

During each meeting, with the exceptions of the meetings with the Manitoba Lodge and OutFitters Association and Bloodvein First Nation notes, were taken by a member of the review panel or by Manitoba Conservation staff. Notes were subsequently summarized and mailed to the participating group for review and revision as required. Those meeting notes may be found in Appendix 3.

Briefings were also provided to a few government departments, Manitoba Hydro and Ontario Natural Resources. No meeting notes were recorded.

Some interested groups had written submissions prepared and presented these to the panel at the meetings. Others sent in submissions and correspondence following the meetings. The submissions and correspondence may be found in Appendix 4.

List of Meetings held:

January 15, 2001	St. Theresa Point First Nation, Island Lake Community Council, Garden Hill First Nation
January 16, 2001	God's Lake Narrows First Nation
January 18, 2001	Manitoba Trappers Association, Canadian Wild Rice Council, R.M. of Lac du Bonnet, Winnipeg River Brokenhead Development Corporation, Tanco Ltd., Mining Association of Manitoba Inc., Village of Powerview, R.M. of Alexander, Community Economic Development - St. George, Eastman Regional Development Corporation
January 23, 2001	South East Tribal Council
January 25, 2001	Canadian Parks And Wilderness Society, Manitoba Naturalists Society, Boreal Forest Network, Canadian Nature Federation, Recycling Council of Manitoba, Manitoba Future Forest Alliance, Manitoba Eco Network, Time to Respect Earth's Ecosystems
February 1, 2001	Berens River First Nation
February 12, 2001	Poplar River First Nation
February 14, 2001	Gaa-Bi-Mooka-Ang
February 15, 2001	Manitoba Lodge and Outfitters Association
February 19, 2001	Hollow Water First Nation
March 6, 2001	Oxford House First Nation
March 7, 2001	God's River First Nation
March 14, 2001	Northern Affairs Community Council
April 11, 2001	Bloodvein First Nation

List of Briefings held:

January 26, 2001	Manitoba Hydro
January 30, 2001	Manitoba Transportation and Government Services
January 31, 2001	Ontario Natural Resources
February 2, 2001	Manitoba Industry Trade and Mines

In the summer of 2001, it was determined that additional consultations were required. Letters were sent extending the time, to the end of September 2001, for forwarding new or additional comments and suggestions on the various elements and components of the broad area planning initiative.

On November 9, 2001, the November 6th draft *East Side Lake Winnipeg, Phase I Report* was released and distributed for comment to participants and interested parties. The report was also placed on Manitoba Conservation's Public Registry Network and on the Internet at www.gov.mb.ca/conservation/eastsideplan.

There was considerable response from citizens, communities, industry and environmental organizations through the preliminary phase of planning. These responses are reproduced here in this report and are also available through the public registry. The following represents recommendations based on the first phase of discussions and responses to the November 6th draft report.

The findings and recommendations have been organized into six sections:

- The Planning Area,
- Advisory Bodies - Roles and Responsibilities,
- The Planning Process,
- Issues and Opportunities,
- Research Needs, and
- Phase I Discussions.

III. PUBLIC CONSULTATIONS AND PANEL RECOMMENDATIONS

1. Planning Area

What COSDI recommended

In respect of the boundaries of large area sustainable development plans, the *COSDI Report* recommended:

> *"...Manitoba require integrated, sustainable development planning on a large area basis. Such planning areas would likely be based on watersheds, geographic regions or urban centered regions... The strong preference... is to maximize the use of natural boundaries such as watersheds for defining the large planning areas." COSDI further recommended "...government...in a public participation process, define each large planning area."*

Option proposed

During the public discussions, the panel outlined possible boundaries for the east side planning area based upon drainage basins, watersheds, ecological regions and ecological zones.

A planning area based upon modified ecological regions which included all communities that could be affected by possible future infrastructure development was proposed as an alternative to one based solely on natural boundaries.

What you said

Written comments received from returned comment sheets:

- A very large area to include in a 'master plan'. Northern needs and expectations are very different from areas with higher population and developed industries, i.e., Winnipeg River area. - Manitoba Trappers Association

- Probably is comprehensive and extensive as it could be. The large geographical extent may make it difficult to do the consultations required. - Winnipeg River, Brokenhead Community, Futures Development Corporation

- Very serious planning needs to happen as this is the last area in Manitoba that has not been developed. Last untouched wilderness. - Poplar River First Nation

- Planning area is ok. - Island Lake Community Council

- At minimum, the planning area should be expanded to include the entire Hayes River corridor from Norway House to where the Hayes River reaches the Hudson Bay lowlands, and should include the Echimamish River. The Hayes River is the most recent nominee for Heritage River status and therefore should be included in any land use planning effort to ensure the preservation of this significant cultural and recreational resource. Expanding the planning area to include Ecoregions 4b and 4c would allow the inclusion of the Nelson River and lower reaches of both the Grass and Burntwood river systems. Additionally, East Side planning activities should include consultation with the Province of Ontario to ensure that activities in neighboring jurisdictions do not jeopardize ecosystem integrity in the East Side planning area. - Manitoba Recreational Canoeing Association, Inc.

- Encompasses a large area. - Aghaming

Recommendations from submissions received:

- Designate natural regions 4b (Hayes River Upland) and 4c (Lac Seul Upland) [Ecoregions 89 and 90) as the planning area. This region meets the two conditions above without the deficiencies of restricting corridor planning options and fragmenting protection planning in 4b. - Peter Miller

- Whatever area is chosen as a focus, the wider human and natural contexts must also be taken into account. Particularly important are upstream and downstream portions of watersheds lying outside the planning area, such as the Ontario headwaters and Lake Winnipeg, whose fisheries are closely linked both economically and ecologically to the region. Wilderness recreational opportunities, traditional use areas, and wildlife ranges across the Manitoba-Ontario border are also significant. - Peter Miller

- At a minimum, the geographic scope of the planning area include all of natural region 4b - Precambrian Boreal Forest (Hayes River Upland) and natural region 4c- Precambrian Boreal Forest (Lac Seul Upland). - Canadian Parks and Wilderness Society

- I agree with the arguments for including all of the natural regions 4b and 4c in the planning area. We are not in the process of looking only for the best fit of a road, power line or resource development. Since the government seems to endorse COSDI, and COSDI is entering our broader understanding the policy is to plan on an eco-system basis then to consider the development which is proposed (and make sure the detail is examined under a full Environmental Impact Assessment for each major project) to ensure that it does not militate against ecological sustainability. - Nick Carter

- The study landbase should focus on the area north of the Bloodvein River. As the Manitoba Government has stated in announcing the East Side Planning Initiative, "future land and resource allocation and proposed developments must address social, environmental, health, cultural and economic needs of local communities, First Nations and various stakeholders". Land use issues have been formally addressed in existing forest management allocations. - Tembec

- The geographical scope of this planning initiative should include all of the East Side of Manitoba, on a natural region basis (which are consistent with national eco-regions, and watershed structures), that includes crown lands in: - natural region 3, -Hudson Bay Lowlands - natural region 4c, the Precambrian Boreal Forest - Lac Seul Upland - natural region 4b, the Precambrian Boreal Forest - Hayes River Upland - natural region 5c, Manitoba Lowlands - Lake of the Woods - Canadian Nature Federation

- We still recommend the inclusion of both Integrated Wood Supply Areas for all phases of the initiative from pre-planning to goal setting, etc. - Canadian Nature Federation

- Essential elements of a valid East Side land use planning process include: -The East Side planning initiative to encompass the lands and waters in natural regions 3, 4b, 4c and parts of 5c. – Boreal Forest Network, CPAWS Manitoba, Canadian Nature Federation

Comments from notes of meetings held:

- The planning area is not large enough. It should include Ecoregions 4C, 4B & 3, since the Hydro generating stations will be located further north and road access to northern communities could come from the west. - Environmental and Recreational Organizations

- Lake Winnipeg should be included to ensure total watersheds are within the planning area. - Environmental and Recreational Organizations

- Consideration should be given to the existing fishing industry in Berens River, related important local islands are not represented on the planning map. Commercial fishery is vital to the community, 75-80 fishermen work in a sustainable year round economy. - Berens River First Nation

- The issue of whether Norway House should be included in the study area was raised based upon the possible road connection to Oxford House. - Oxford House

Panel First Draft Recommendation 1

1. *The east side planning area be defined by watershed boundaries as outlined in Figure 1.*

What You Said About This Draft Recommendation

- Our recommendations:
  - The geographical scope of the East Side planning initiative will encompass the lands and waters in natural regions 4b, 4c, and parts of 3 and 5c;
  - For watersheds to be the basis for the boundaries for the planning area, the planning area should then also include: Bird River / Whiteshell River watershed, Whitemouth River watershed, Brokenhead River watershed, and the entire Upper Nelson River watershed.
  - The appropriate inclusion of First Nation traditional lands and trapline districts will be determined by the affected communities.
  - A greater emphasis will be placed on planning for waterways, riparian zones and water ecosystem functions. – D.Sullivan, G.Whelan-Enns, S.Kidd – December 19, 2001

- Why does the proposed geographic boundaries of the land use planning area include an area that already has a major resource allocation (i.e., FML 01)?… There must be no net loss of the current FML land base, harvesting rights and AAC as part of the east side planning process… Recommendation: The southern boundary of the land use planning area should be at the southern boundary of the Bloodvein River watershed. – B.Snell – December 20, 2001

- I can understand the reasons for not wanting the area to be larger than it is, but that makes it all the more imperative that the planning process consider relations of the area to what lies outside. In particular, deliberations on transportation access should not be biased towards a north/south route for the northernmost communities rather than connections to Thompson. Both alternatives need full consideration. There will be other cross-boundary considerations to take into account, such as watershed links to Lake Winnipeg downstream and Ontario upstream. The draft recommendations do not mention the need for cross-boundary considerations. – D.Lauvstad – January 14, 2002

- I believe that to create an ecologically sustainable land use plan for eastern Manitoba, the following principles must guide the planning process. The planning area encompasses all of the unallocated boreal forest located in eastern Manitoba. The proposed planning area does not encompass potential industrial developments such as diamond mines in the Knee Lake area, which could have a significant effect upon the forest and its wildlife. – G.T.Miller – January 4, 2002

- …CPAWS Manitoba recommends the principles discussed below be used to guide the planning process. Principle #3 – The land-use planning area should encompass all of the unallocated boreal forest in eastern Manitoba …The planning area recommended in the Draft Phase One Report excludes a large portion of Manitoba's unallocated boreal forest located in Natural Region 4b. Despite this, industrial developments such as hydro-electric projects and diamond exploration and mines are being proposed for this region. – S.Kidd – January 15, 2002

- I believe that to create an ecologically sustainable land-use plan for eastern Manitoba, the following principles must guide the planning process…The land-use planning area should encompass ALL of the unallocated boreal forest in eastern Manitoba. The proposed area does not encompass potential industrial developments, such as diamond mines in the Knee Lake area, which could have a significant effect upon the forest and its wildlife. These potential developments, and the pristine ecosystems they will degrade, should not be excluded from this process. - Petition

FINAL RECOMMENDATION

No change has been made to draft recommendation 1. It is consistent with the recommendations of the *COSDI Report*. The area is based upon natural boundaries, that is watersheds and is a reasonable first pilot planning area to guide future provincial broad area planning.

1. The east side planning area be defined by watershed boundaries as outlined in Figure 1.

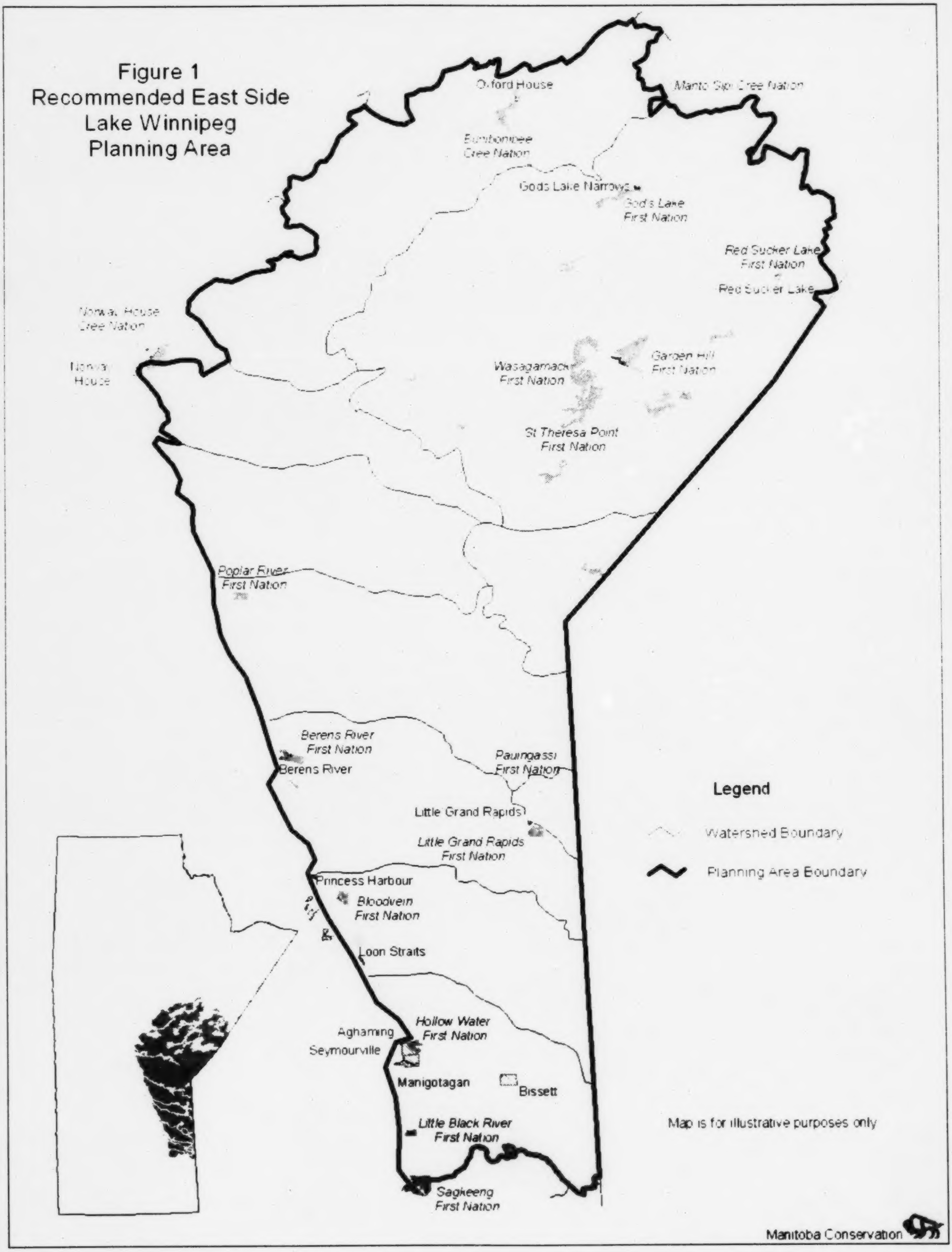

Figure 1
Recommended East Side Lake Winnipeg Planning Area

2. Advisory Bodies - Roles and Responsibilities

What COSDI recommended

The *COSDI Report* indicated that large area sustainable development plans should be developed by multi-stakeholder advisory committees. COSDI specifically recommended that the government:

> *"Appoint... an ad hoc sustainable development planning advisory committee, made up of a cross-section of knowledgeable persons, primarily from the area concerned, to develop the large area plan. There should be municipal representation, conservation districts representation where applicable, and direct public representation as well as other opportunities for effective public input."*

Options proposed

The panel proposed the establishment of two advisory bodies: an east side round table advisory board and an east side planning review committee.

The east side round table would be the lead advisory body. The round table would be responsible for making recommendations on the development, content, adoption and implementation of the east side plan. The round table would prepare a work plan, collect background information, and undertake community meetings and public consultations. It was suggested that the round table have a membership of 12 - 15 members and have representatives from First Nations, industry, local, federal and provincial government, Northern Association of Community Councils and recreation and environmental organizations.

The planning review committee would be an advisory body to the east side round table. It would be comprised of a larger group of community representatives, interest groups and industry and business stakeholders. This advisory body would review and provide advice to the round table on issues, concerns and proposed east side plan recommendations.

What you said

Written comments received from returned comment sheets:

- My experience with past Round Tables leads me to comment that there will be one segment or area of interest that will dominate. This could be good or bad depending on which group you belong to. - **Manitoba Trappers Association**
- Representation on review committee would suffice, although I can't imagine a review committee consisting of 72 people as effective. - **Winnipeg River, Brokenhead Community, Futures Development Corporation**
- Having representatives of larger associations, e.g., Mining Association, Tribal Council, as members of the Round Table would probably help address questions / issues related to effective representation and personal interests / agendas. - **Winnipeg River, Brokenhead Community, Futures Development Corporation**
- We do not have any confidence in proper representation by other groups. We want to represent ourselves by being one member on the Round Table. - **Poplar River First Nation**

- A democratic way should be used such as a vote or nomination system. - Island Lake Community Council

- It is unlikely that anyone from Manitoba Recreational Canoeing Association will be able to devote the required amount of time to sit on the Round Table directly. However, Manitoba Recreational Canoeing Association would like to see a minimum of 3 environmental non-government organizations (ENGOs; assuming a final membership of 12) represented on the Round Table board and Manitoba Recreational Canoeing Association would like to be a member of the proposed East Side Review Committee. - Manitoba Recreational Canoeing Association, Inc.

- (Representation) Through the NACC. - Aghaming

- Our group is to be represented by Mr. Wood. - Loon Straits

Recommendations from submissions received:

- Early in the process, identify and scope out the side-table planning that needs to take place. Membership on the side tables should include both representation from the core Round Table and others based on interests and expertise. Side tables can make creative use of the energy, knowledge and interests of folks who don't fit on the Round Table. - Peter Miller

- Environmental Non-government Organizations membership on the Round Table should include individuals with the above qualities having the confidence of Manitoba environmental constituencies. Between them, they should include champions of (a) nature conservation through parks and protected areas (e.g. Canadian Parks and Wilderness Society), (b) non-consumptive wilderness recreation and naturalistic study (e.g. Manitoba Naturalist Society and Manitoba Recreational Canoeing Association, and (c) ensuring that consumptive use of resources reflects state-of-the-art practices to mitigate damage to natural systems and other values (e.g. Time to Respect the Earth's Ecosystem and Manitoba Model Forest). - Peter Miller

- All the Environmental Non-government Organizations (and other) groups on the distribution list should be offered an opportunity to be represented on the advisory group. - Peter Miller

- Core Round Table members will be required to make a considerable investment of time. In some cases, members may be seconded from other organizations which are paying their salaries, but in other cases not. Some form of honorarium, in addition to expenses, should be provided at least to non-salaried Round Table members. - Peter Miller

- Secure the services of a Round Table chair and a facilitator or facilitation team with experience in multiparty, multi-table planning exercises. It is critical that the planning table be able to scope out issues and the means to address them and deliberate productively in a consensus-based fashion. It is essential that research needs are identified rapidly, so that the research tasks can begin. It will be easy both to get side tracked and to ignore or override legitimate concerns. Good chairing and facilitation are crucial for success. Deficiencies in these respects may have been responsible for some of the failures of Ontario's Lands for Life tables. - Peter Miller

- Commit adequate resources and time to the planning task. - Peter Miller

- There be at least 3 environmental representatives on the East Side Round Table. - Canadian Parks and Wilderness Society

- The environmental community be allowed to choose at least one of its representatives. - Canadian Parks and Wilderness Society

- One of the representatives on the East Side Round Table should be from the Province's Sustainable Development Round Table. However, this representative should not be considered an "environmental representative". - Canadian Parks and Wilderness Society

- Individuals on the East Side Round Table must be able to represent interests, e.g., environment, industry, etc. - Canadian Parks and Wilderness Society

- The Round Table should be allowed to determine how it will arrive at consensus. However, before the Round Table begins its work, some ground rules need to be put in place for what should occur if the Round Table cannot reach consensus.

The Round Table members should not be required to arrive at consensus on every issue. Requiring consensus before a decision / position / recommendation can be presented by the Round Table would allow one member to hold the Round Table hostage. What is required is a process where consensus should be encouraged. If consensus cannot be reached, then the disagreeing parties should have access to a mediator. Should mediation not be successful, the minority and majority should each be allowed to state their position to a final arbitrator, such as the Sustainable Development Round Table. This arbitrator then chooses which position to accept and recommend for inclusion in the final land use plan. - Canadian Parks and Wilderness Society

- The Advisory Group needs to have a more effective way of communicating with the Round Table than was allowed by the COSDI process. - Canadian Parks and Wilderness Society

- Per diems should be made available to East Side Round Table members. - Canadian Parks and Wilderness Society

- Adequate financial, staff, and professional management resources need to be made available to the East Side Round Table. - Canadian Parks and Wilderness Society

- I propose that researching and assembling the Long Term Plan be put into the hands of knowledgeable outside group with an excellent reputation for such work…The group I refer to is the Silva Forest Foundation, headquartered in British Columbia. They have had extensive experience in British Columbia (where they manage some very large areas of forest) and also in other parts of the world. - W.O. Pruitt

- Independence from other government roles and activities is essential for any staff person providing resources, information or services to the Initiative. It is especially important for staff to be a resource to this process, not to guide or direct the activity, function as if they are a stakeholder. An independent non-governmental chair, with adequate technical supports is also essential for credibility of process and outcomes that can be applied. – Canadian Nature Federation

- …there needs to be independent professional facilitation of a shared decision-making process with an adequate level of support for information, research, communication, and participating caucuses… I am convinced that independent professional facilitation will prove to be the most cost- and time- efficient way to have a productive multi-stakeholder dialogue and the most likely to achieve a mutually satisfactory result. I propose that your committee review some of the participants in the "Southern Area" process (a number of whom are in your department) regarding their perceptions of and comments on the process so far. – Peter Miller

- Indicator Explorations Ltd. and Manitoba Prospectors and Developers Association Inc., of which I am a director, would certainly like to participate in the initiative. - Indicator Explorations Ltd.

- We are interested in having a representative on the East Side Stakeholder Review Committee. I will be contacting you to explore the time and resource commitments required for this committee. – The Mining Association of Manitoba

Comments from notes of meetings held:

- Initial thoughts were to have 1 representative per community and band. - Island Lake

- Consider tribal council representatives, i.e., Island Lake, Keewatin, etc. - Island Lake

- Will there be involvement by the Federal Government in the process? - Environmental and Recreational Organizations

- Will the National Round Table principles apply to the proposed East Side Round Table. - Environmental and Recreational Organizations

- Ensure that traditional native ecological knowledge is included as part of the mandate. - Environmental and Recreational Organizations

- Concern with how the Round Table will be able to obtain proper representation from all communities and interest groups. There is a need to get full and adequate participation. - Environmental and Recreational Organizations

- Based upon the amount of work involved with sitting on the Round Table, some type of financial assistance will be needed for the environmental / recreational representatives. - Environmental and Recreational Organizations

- Establish other planning groups to assist the Round Table in dealing with specific issues that require additional study. - Environmental and Recreational Organizations

- Professional facilitation will be needed to keep the discussions productive and on track and develop consensus if possible. - Environmental and Recreational Organizations

- The band does not want MKO to represent them on the Round Table. - God's Lake

- The chief and council stated that it was very important to have a member from the Poplar River band sit on the Round Table. Based upon a strong desire to ensure that the Poplar River Protected Area is officially designated, it was felt that a representative from the South East Tribal Council would not be able to properly represent the band's interests.

It was made clear also that Poplar River First Nation was not just another "Stakeholder" within the region. Their occupancy and use of the designated Poplar River First Nation Traditional Territory past and present and their Aboriginal and Treaty Rights gives them special rights to speak for their traditional lands.

Chief and Council also made it clear that the proposed Round Table discussion cannot take place without their representation. - Poplar River First Nation

- Who will be represented on Review Committee? - Lac du Bonnet
- There are 10 or 11 bands on the east side of Lake Winnipeg that are 'pro-development'. None of whom were asked to be on the Aboriginal Resource Council. These pro-development bands need to have representative on the Round Table. Tribal Council does not represent this interest. - Berens River First Nation
- The Manitoba Trappers Association should be represented on the Round Table. An individual community can't properly represent all trappers. What money will be paid, i.e., expenses, per diems? How often will the Round Table meet? - Lac du Bonnet
- It is important that the Round Table individuals have multidisciplinary perspective, i.e., forest industry person doesn't necessarily represent tourism industry. - Lac du Bonnet
- Will Round Table representatives bring individual bias? - Lac du Bonnet
- Is 12 a fixed limit on members for the Round Table? - Lac du Bonnet
- How can, by example, the Sagkeeng First Nation be represented by Tribal Councils when they are independent? - Berens River First Nation
- A preference was expressed for local Chiefs to be Round Table representatives rather than someone from Tribal Councils. - Berens River First Nation
- How do the Aboriginal Resource Council and the Premier's Economic Council fit in with the East Side Planning Initiative? - Berens River First Nation
- Round Table representation should include a person from a directly affected community, someone from Berens River, Hollow Water or Bloodvein First Nations involved in the sawmill pilot project. - Berens River First Nation
- Can the Round Table be expanded to 20 people? Berens River should have a representative not the Tribal Council with some young person who has never lived in an isolated community. - Berens River First Nation
- How is round table model membership established, etc.? - Gaa-Bi-Mooka-Ang
- Why are environmental groups an interest group? - Gaa-Bi-Mooka-Ang

- Membership on the round table is critical. Chiefs and Councils recommendations must be taken into account here. - Gaa-Bi-Mooka-Ang

- Existing boards and their shortcomings should be avoided here. - Gaa-Bi-Mooka-Ang

- The issue of Round Table representation was discussed. They expressed an interest in having a member from each community on the Round Table. - Oxford House

- There should be a role for trappers and fishermen during the planning process and possibly on the Round Table. - Oxford House

- It will be important to have community representation on the Round Table rather than from Tribal Councils. They suggested a council member from Gods River. - Gods River

- Suggested that 2 representatives on the Round Table would be desirable – a northern and eastern split. - Northern Affairs Communities

- Berens River wants to represent themselves on the Round Table. - Northern Affairs Communities

- Ensure that local community fishermen and trappers are represented. - Northern Affairs Communities

- Member on the Round Table maybe should be a Grand Chief. - Hollow Water

- Is there an advisory board in place – loggers are willing to work together – as they have with former working group. - Hollow Water

- Round table members need to have financial support during the planning process. - Northern Affairs Communities

- Comment that the new Aboriginal Resource Council was established without input from Berens River, similar to COSDI. Feeling skeptical and left out of the process. - Berens River First Nation

- Jacinta Weibe appointed to the Aboriginal Resource Council as representative from Berens River. - Gaa-Bi-Mooka-Ang

The following recommendations address:

- the roles and responsibilities of the east side round table and review committee;
- the membership of these two advisory bodies;
- the role and duties of the chairperson;
- the rules and procedures the advisory bodies should follow; and
- the support provided to the advisory bodies, by an east side planning secretariat.

A. EAST SIDE ROUND TABLE:

Panel First Draft Recommendation 2

2. *An east side round table be established to provide recommendations, within established deadlines, on the preparation, content, and implementation of a broad area plan for the east side Lake Winnipeg planning area and its duties include, but not limited to:*

- *developing a work plan,*
- *overseeing the application of relevant sustainable development and provincial land use policies and collection of necessary background information,*
- *undertaking meaningful public meetings and consultations for the purpose of:*
    - *identifying goals, objectives and values for the east side plan,*
    - *identifying issues and concerns to be addressed,*
    - *obtaining public input on options and alternatives to address issues and proposed land and resource allocations,*
- *providing on-going advice on proposed significant land and resource allocations,*
- *consulting with the east side planning review committee,*
- *working with the interdepartmental working group who co-ordinate preparation of the plan on the advice of the east side round table,*
- *undertaking public consultations on the draft east side plan and giving advice on the amendment of the draft plan, and*
- *making final recommendations on the plan to the minister.*

What You Said About This Draft Recommendation

- The east side planning process must adopt the mechanisms for consultation between the provincial government and Aboriginal peoples directed by the COSDI report. The government of Manitoba must immediately put these in place for these and other consultations. – D.Sullivan - December 11, 2001 – attachment - Woodward & Company

- Our Recommendations: One of the explicit Terms of Reference/purposes of the planning process will be to record what each First Nation community believes its existing Aboriginal and treaty rights to be. – D.Sullivan, G.Whelan-Enns, S.Kidd – December 19, 2001

- Use third party to perform the consultative tasks while the Province educate in a non-biased manner. Curriculum based programs are one venue. Stewardship and career-oriented training and employment opportunities tied in with Manitoba Conservation's Aboriginal employment strategy is another. – D.Lauvstad – January 14, 2002

- The precautionary principle should be highlighted early and often…The other point is that up front it should be acknowledged that ultimately all these kinds of processes lead to some kind of consensus, i.e., are expressions of public values, after all the evidence/knowledge from experts is weighed. If the process is inclusive, equitable, etc. enough – and it looks pretty good so far – then the result should be acceptable to all involved. – D.Lauvstad – January 14, 2002

FINAL RECOMMENDATION

Draft recommendation 2 has been amended to reflect the importance of consultations with First Nation communities and re-numbered 27. Consistent with the *COSDI Report* and to facilitate First Nation community discussions / consultations, a First Nation east side council has been recommended to be established (see also draft recommendation 9 which has been re-numbered 34). The name of the east side planning review committee has been changed to east side advisory committee, which better reflects its responsibilities in the planning process. Draft recommendation 2 has also been amended to reflect that the interdepartmental working group will not be responsible for preparing the east side plan, that duty will now be the responsibility of the east side secretariat (see also draft recommendation 21 which has been re-numbered 46).

27. An east side round table be established to provide recommendations, within established deadlines, on the preparation, content, and implementation of a broad area plan for the east side Lake Winnipeg planning area. Its duties include, but are not limited to:

- ***developing a work plan;***
- ***overseeing the application of relevant sustainable development and provincial land use policies and collection of necessary background information;***
- ***undertaking meaningful public meetings and consultations for the purpose of:***
  - ***identifying goals, objectives and values for the east side plan,***
  - ***identifying issues and concerns to be addressed,***
  - ***obtaining public input on options and alternatives to address issues and proposed land and resource allocations,***
- ***providing on-going advice on proposed significant land and resource allocations;***
- ***consulting with the First Nation east side council and east side advisory committee;***
- ***working with the interdepartmental working group who provide planning advice to the east side round table;***
- ***undertaking public consultations on the draft east side plan and giving advice on the amendment of the draft plan; and***
- ***making final recommendations on the plan to the minister.***

See also the organizational chart in Appendix 6.

Panel First Draft Recommendation 3

3. *The east side round table be comprised of members appointed by the Conservation Minister, which should include:*

   - *four members from local First Nation communities,*
   - *two members from northern communities drawn from the Northern Affairs Community Council,*
   - *one member from each of the forestry, trapping, mining and tourism sectors,*
   - *three members drawn from non-government social, recreational and environmental organizations, and*
   - *one member employed by the federal government.*

Note: a direct link to the Manitoba Round Table for Sustainable Development and the Manitoba Aboriginal Resource Council should be considered in the appointment of members to this round table.

What You Said About This Draft Recommendation

- Remove industry from the Round Table as 'advisory bodies', as this will ultimately lead to conflict of interest decision making. – D.Sullivan - December 11, 2001 – attachment - Woodward & Company

- Our Recommendations: The Round Table and Review Committee…be collapsed into one working group, which may then establish its own subcommittees and working groups. – D.Sullivan, G.Whelan-Enns, S.Kidd – December 19, 2001

- Our recommendations: The East Side Planning Review Committee, which could have a representative from each First Nation, will actually become the East Side Round Table. – D.Sullivan, G.Whelan-Enns, S.Kidd – December 19, 2001

- …on Round Tables, we have the same concern that the focus is important not interest…. should be one member from Treaty Land Rights and one member from commercial Fishing… In closing I will still reiterate our concern that we want proper representation, who will be our champion for the protected areas, treaty land rights and traditional lands. Find us that champion and will gladly participate. – Chief Vera Mitchell – December 19, 2001

- Recommendations: Both Kiiwetino Ma"iingan and Gaa-bi-mooka"ang must have representation on the Round Table. The number of people on the Round Table should be specified. – B.Snell – December 20, 2001

- Increase the number of Round Table participants. Side Round Tables will work. Better too much then not enough. It'll pay off in the long run. – D.Lauvstad – January 14, 2002

- The Minister of conservation appoint two members from the Manitoba Metis Federation government in addition to the list of appointees identified; - Aboriginal Resource Council

FINAL RECOMMENDATION

Draft recommendation 3 has been changed to remove reference to the number of members on the east side round table. Additionally, it has been further recommended that there be greater First Nation / Aboriginal representation on the round table. The recommendation has been re-numbered 28.

28. The east side round table be comprised of members appointed by the Conservation Minister, which should include representation from:

- ***local First Nation communities,***
- ***Assembly of Manitoba Chiefs,***
- ***Manitoba Metis Federation,***
- ***northern communities drawn from the Northern Affairs Community Council,***
- ***the forestry, trapping, mining and tourism sectors, and***
- ***non-government social, recreational and environmental organizations.***

Note: a direct link to the Manitoba Round Table for Sustainable Development and the Manitoba Aboriginal Resource Council should be considered in the appointment of members to this round table.

Panel First Draft Recommendation 4

4. Members appointed to the east side round table:

- *represent themselves and not their organizations, and*
- *provide their best judgement, knowledge and expertise in accomplishing the task given to the round table.*

What You Said About This Draft Recommendation

- Our Recommendations: Participants in the planning process will outline and document their various associations, affiliations and qualifications. – D.Sullivan, G.Whelan-Enns, S.Kidd – December 19, 2001

- The report indicates that the members of the Round Table will represent themselves, not the organizations to which they belong. What is the rationale for this? If a person is going to sit on such a high level panel, they must be given the ability to represent their constituents…Recommendations: Members of the Round Table should be able to represent their organization or constituents. – B.Snell – December 20, 2001

- The first bullet should be amended to say that the Round Table members represent the public interest rather than their organizations or themselves. This could perhaps be spelled out. Who would have confidence in a group of people representing themselves? – D.Lauvstad – January 14, 2002

FINAL RECOMMENDATION

Draft recommendation 4 has been changed to have round table members represent the public interest as opposed to themselves during the planning process and it has been re-numbered 29.

29. Members appointed to the east side round table:

- ***represent the public interest and not their organizations, and***
- ***provide their best judgement, knowledge and expertise in accomplishing the task given to the round table.***

Panel First Draft Recommendation 5

5. A chairperson for the east side round table be appointed, whose duty would be to:

- *ensure the round table operates in an effective and efficient manner,*
- *supervise the work of round table secretariat,*
- *act as the spokesperson of the round table,*
- *preside over round table meetings,*
- *set the agenda for round table meetings,*
- *chair meetings of the east side planning review committee,*
- *liaise with the minister and interdepartmental working group chairperson,*
- *carry out such other duties as deemed appropriate and consistent with the round table's purpose and duties.*

What You Said About This Draft Recommendation

- …we would urge that great care be taken in selecting the Chairperson of the Round Table and in appointment of facilitators. A successful process will rely heavily on their skills and judgment. To support their efforts, we also recommend that budget allocations be sufficiently generous as to support extensive public and community consultation, and to ensure that each and every community and interest group is enabled to participate effectively in the process. – Manitoba Hydro – December 12, 2001

- Our Recommendations: Two non-government co-chairs will be chosen… who report to the Minister and to the working group or table. – D.Sullivan, G.Whelan-Enns, S.Kidd – December 19, 2001

- The report indicates that the Chairperson for the Round Table will also chair the Review Committee. I would suspect that this would be too much work for one person. There should be separate chairs for these two committees. The Chairperson of the Round Table appears to have a lot of influence in his role. Is it reasonable to have the chair represent himself with that much influence? Maybe the chair should be a government employee or a paid independent facilitator. Recommendations: There should be separate chairs for the Round Table and Review Committee. The province should consider having a government employee or paid facilitator to chair the Round Table. – B.Snell – December 20, 2001

FINAL RECOMMENDATION

Draft recommendation 5 has been amended to account for the First Nation east side council and the change in the name of the review committee. It has also been re-numbered as 30.

30. A chairperson for the east side round table be appointed, whose duty would be to:

- ***ensure the round table operates in an effective and efficient manner,***
- ***act as the spokesperson of the round table,***
- ***preside over round table meetings,***
- ***set the agenda for round table meetings,***
- ***chair meetings of the First Nation east side council and east side advisory committee;***
- ***liaise with the minister and interdepartmental working group chairperson,***
- ***carry out such other duties as deemed appropriate and consistent with the round table's purpose and duties.***

Panel First Draft Recommendation 6

6. The east side round table operate in accordance with the following rules and procedures:

A. Quorum: A quorum for the regular meeting of the east side round table shall be 50 per cent plus one of the total membership of the round table.
A quorum for a meeting of any established round table subcommittee shall be established by the members of the subcommittee.

B. Decisions: The round table and its subcommittees shall use consensus decision-making as the normal process of reaching decisions.
Consensus is defined as: general agreement on a conclusion, that is, no substantial disagreement with a conclusion.
The round table shall establish its own rules and procedures for deciding when consensus has been reached.

C. Advice Received: When advice is received from the east side review committee, the round table shall by written correspondence:

- *acknowledge receipt of the advice, and*
- *shall provide to the east side review committee a response as to the decisions taken by the round table in respect of that advice.*

D. Meetings: The members of the round table and the members of any established round table subcommittee shall determine which meetings it holds shall be open to the public and which will be held in-camera.

E. Minutes: The round table shall have a written record of its meeting and those of its subcommittees. Subcommittee minutes shall be made available to all round table members. Approved meeting minutes shall be put on the public registry.

Minutes shall reflect decisions made at meetings, differing points of view if consensus is not reached and any relevant issue or conclusion. Points made will not be attributed to any member unless agreed to or requested by that member.
Draft minutes shall be circulated to members for correction within one week following a meeting and a revised minute forwarded for approval at the next meeting.

F. Subcommittees: All subcommittees report to and are advisory to the full round table. Unless a subcommittee chairperson has been appointed by the round table or the chairperson of the round table, the members of the subcommittees shall elect their own chairperson.
Subcommittees may, with the approval of the chairperson of the round table invite others who are not members of the round table to participate on the subcommittee.

What You Said About This Draft Recommendation

- Remove the ability of the Round Table to hold in-camera meetings as this will remove transparency and openness from the process. Further, all differing points of view should be noted, whether consensus is reached or not. The record of all meetings of committees or bodies involved in the initiative should be publicly available. – D.Sullivan - December 11, 2001 – attachment - Woodward & Company

- Consensus decision making must be more clearly defined, and decisions should not be made without a quorum present (as is the requirement in corporate law). – D.Sullivan - December 11, 2001 – attachment - Woodward & Company

- No in-camera meetings are permitted…– D.Sullivan, G.Whelan-Enns, S.Kidd – December 19, 2001

- As "core" members of the subcommittees are members of the Round Table appointed by the Conservation Minister, any additional persons invited to participate on the subcommittees should be asked to participate in a resource capacity only, i.e. offering advice and undertaking any assigned tasks. It is our opinion that they should not take part in consensus decision-making or in setting additional rules and procedures to govern subcommittee operations and conduct. – D.S. Norquay – December 21, 2001

- …the recommendation that additional persons be invited to participate on the subcommittee *with the approval of the chairperson of the round table* is somewhat ambiguous. Clarification needs to be provided as to whether the chairperson is simply responsible for approving an increase in committee size to facilitate committee operation or specific individual(s) named by the subcommittee. Should the latter be the intent of this recommendation, it is suggested that this responsibility be vested in the full round table to avoid the potential that certain decisions may be perceived as partial or biased. – D.S. Norquay – December 21, 2001

- Are the two sets of sub-committees necessary? Wouldn't it be better to find a way for the Round Table and Review Committee to work with a single set of side tables on issues, which would report back to both bodies? – D.Lauvstad – January 14, 2002

FINAL RECOMMENDATION

Draft recommendation 6 has been amended to account for the First Nation east side council and the change in the name of the review committee. It has also been re-numbered as 31.

31. The east side round table operate in accordance with the following rules and procedures:

A. Quorum: A quorum for the regular meeting of the east side round table shall be 50 per cent plus one of the total membership of the round table.

A quorum for a meeting of any established round table subcommittee shall be established by the members of the subcommittee.

B. Decisions: The round table and its subcommittees shall use consensus decision-making as the normal process of reaching decisions.

Consensus is defined as: general agreement on a conclusion, that is, no substantial disagreement with a conclusion. The round table shall establish its own rules and procedures for deciding when consensus has been reached.

C. Advice Received: When advice is received from the First Nation east side council and east side advisory committee, the round table shall by written correspondence:

- ***acknowledge receipt of the advice; and***
- ***shall provide to the council and committee a response as to the decisions taken by the round table in respect of that advice.***

D. Meetings: The members of the round table and the members of any established round table subcommittee shall determine which meetings shall be open to the public and which will be held in-camera.

E. Minutes: The round table shall have a written record of its meeting and those of its subcommittees. Subcommittee minutes shall be made available to all round table members. Approved meeting minutes shall be put on the public registry.

Minutes shall reflect decisions made at meetings, differing points of view if consensus is not reached and any relevant issue or conclusion. Points made will not be attributed to any member unless agreed to or requested by that member.
Draft minutes shall be circulated to members for correction within one week following a meeting and a revised minute forwarded for approval at the next meeting.

F. Subcommittees: All subcommittees report to, and are advisory to, the full round table. Unless a subcommittee chairperson has been appointed by the round table or the chairperson of the round table, the members of the subcommittees shall elect their own chairperson. Subcommittees may, with the approval of the chairperson of the round table, invite others who are not members of the round table to participate, in a resource capacity only, on the subcommittees.

Panel First Draft Recommendation 7

7. The east side round table may:

- *establish subcommittees to undertake specific tasks on behalf of the round table, and*
- *make additional rules and procedures to govern its operations and conduct.*

What You Said About This Draft Recommendation

No suggestions received.

FINAL RECOMMENDATION

No changes made to draft recommendation 7 other than to re-number as 32.

32. The east side round table may:

- ***establish subcommittees to undertake specific tasks on behalf of the round table; and***
- ***make additional rules and procedures to govern its operations and conduct.***

Panel First Draft Recommendation 8

8. An honorarium be offered to the members of the east side round table and member expenses be paid in accordance with the government's general manual of administration.

What You Said About This Draft Recommendation

No suggestions received.

FINAL RECOMMENDATION

No changes made to draft recommendation 8 other than to re-number as 33.

33. An honorarium be offered to the members of the east side round table and member expenses be paid in accordance with the government's general manual of administration.

B. EAST SIDE PLANNING REVIEW COMMITTEE

Panel First Draft Recommendation 9

9. *An east side planning review committee be established to provide advice to the east side round table on the preparation, content, and implementation of a broad area plan for the east side Lake Winnipeg planning area and that its duties include, but not limited to reviewing the progress of the east side round table and providing advice to the round table on:*

- *the conduct of public meetings and consultations,*
- *identified goals, objectives and values for the east side plan,*
- *identified issues and concerns to be addressed,*
- *options and alternatives to address issues,*
- *the draft east side plan and amendment of the draft plan.*

What You Said About This Draft Recommendation

- The role of the Review Committee, should it remain, will be clarified so that it truly is an advisory, not a review, committee. – D.Sullivan, G.Whelan-Enns, S.Kidd – December 19, 2001

FINAL RECOMMENDATION

Draft recommendation 9 has been amended to account for the First Nation east side council, the change in the name of the review committee and additional areas in which direction may be provided by the council and advisory committee. The recommendation has also been re-numbered as 34.

34. ***A First Nation east side council and an east side advisory committee be established to help the east side round table in the preparation and implementation of a broad area plan for the east side Lake Winnipeg planning area. The First Nation council and the advisory committee would provide direction as appropriate on:***

- ***the conduct of public meetings and consultations to ensure full consultation with community members;***

- ***the goals, objectives and values for the east side plan;***

- ***the issues and concerns to be addressed;***

- ***options and alternatives to address issues;***

- ***integrating community plans into the planning process;***

- ***bringing forward traditional knowledge; and***

- ***the draft east side plan and amendment of the draft plan.***

Panel First Draft Recommendation 10

10. The east side planning review committee be comprised of representatives appointed by their organizations, but not limited to:

- *local First Nations and / or First Nation organizations,*
- *local government and / or local government organizations,*
- *resource Industries and / or related associations,*
- *social, recreational and environmental non-government organizations,*
- *tourism businesses and / or organizations.*

What You Said About This Draft Recommendation

- Our Recommendations: The Round Table and Review Committee… be collapsed into one working group, which may then establish its own subcommittees and working groups. – D.Sullivan, G.Whelan-Enns, S.Kidd – December 19, 2001

- Our recommendations: The East Side Planning Review Committee, which could have a representative from each First Nation, will actually become the East Side Round Table. – D.Sullivan, G.Whelan-Enns, S.Kidd – December 19, 2001

- Both Kiiwetino Ma"iingan and Gaa-bi-mooka"ang should have representation on the Round Table and the Review Committee. The number of people who will sit on the East Side Planning Review Committee is not mentioned. The number of committee members needs to be determined such that the size of the group does not limit effectiveness of meeting and decision-making. Recommendations: Both Kiiwetino Ma"iingan and Gaa-bi-mooka"ang must have representation on the Round Table and Review Committee. – B.Snell – December 20, 2001

- …it is important that both Hydro and the Province be clearly identified contributors to the process, so that their positions are visible and subject to an open process of deliberation and negotiation. Likewise with the Feds. This means that governments should have representatives on the Committee who can synthesize and represent the policies of each level of government and take issues back for further deliberation within government. – D.Lauvstad – January 14, 2002

FINAL RECOMMENDATION

Draft recommendation 10 has been amended to include the membership of the First Nation east side council and reflect the change in the name of the review committee. It has also been re-numbered as 35.

35. The First Nation east side council be comprised of a representative from First Nation communities and the east side advisory committee be comprised of a representative appointed by their organizations including, but not limited to:

- ***First Nation and Metis organizations,***
- ***local government and / or local government organizations,***
- ***resource industries and / or related associations,***
- ***social, recreational and environmental non-government organizations,***
- ***tourism businesses and / or organizations,***
- ***federal government.***

Panel First Draft Recommendation 11

11. Members of the review committee:

- *represent the communities, First Nations and organizations to which they are affiliated,*
- *provide the position of their organization, and*
- *provide their best judgement, knowledge and expertise in accomplishing the task given to the review committee.*

What You Said About This Draft Recommendation

- Our Recommendations: Participants in the planning process will outline and document their various associations, affiliations and qualifications. – D.Sullivan, G.Whelan-Enns, S.Kidd – December 19, 2001

FINAL RECOMMENDATION

Draft recommendation 11 has been amended to account for the First Nation council and change in the name of the review committee. It has also been re-numbered as 36.

36. Members of the First Nation council and the advisory committee:

- ***represent the First Nation community, and organization to which they are affiliated;***
- ***provide the position of their community and organization; and***
- ***provide their best judgement, knowledge and expertise.***

Panel First Draft Recommendation 12

12. The chairperson of the east side round table be the chairperson of the review committee, whose duties include:

- *ensuring the review committee operates in an effective and efficient manner,*
- *acting as the spokesperson of the review committee,*
- *presiding over review committee meetings,*
- *setting the agenda for review committee meetings,*
- *carrying out such other duties as required consistent with the review committee's purpose.*

What You Said About This Draft Recommendation

- Our Recommendations: Two non-government co-chairs will be chosen… who report to the Minister and to the working group or table. – D.Sullivan, G.Whelan-Enns, S.Kidd – December 19, 2001

FINAL RECOMMENDATION

Draft recommendation 12 has been changed to note the chairperson of the east side round table will also chair the First Nation council and to account for the change in the name of the review committee. The recommendation has also been re-numbered as 37.

37. The chairperson of the east side round table be the chairperson of the First Nation council and advisory committee, whose duties include:

- ***ensuring the council and advisory committee operate in an effective and efficient manner;***
- ***acting as the spokesperson of the council and advisory committee;***
- ***presiding over meetings;***
- ***setting the agenda for meetings; and***
- ***carrying out such other duties as required consistent with the council's and the advisory committee's purpose.***

Panel First Draft Recommendation 13

13. The review committee may establish subcommittees to undertake specific tasks on behalf of the committee.

What You Said About This Draft Recommendation

No suggestions received.

FINAL PANEL RECOMMENDATION

Draft recommendation 13 has been amended to account for the First Nation council and change in the name of the review committee. It has also been re-numbered as 38.

38. ***The First Nation council and the advisory committee may establish subcommittees to undertake specific tasks on behalf of the council or committee.***

Panel First Draft Recommendation 14

14. *The review committee operate in accordance with the following rules and procedures:*

A. Decisions: The review committee and its subcommittees shall use consensus decision-making as the normal process of reaching decisions about the advice it gives the round table.

Consensus is defined as: general agreement on a conclusion, that is, no substantial disagreement with a conclusion.

The review committee shall establish its own rules and procedures for deciding when consensus has been reached.

B. Meetings: The members of the review committee and the members of any established review committee subcommittee shall determine which meetings it holds shall be open to the public and which will be held in-camera.

C. Minutes: The review committee shall have a written record of its meeting and those of its subcommittees. Subcommittee minutes shall be made available to all review committee members. Approved meeting minutes shall be put on the public registry.

Minutes shall reflect decisions made at meetings, differing points of view if consensus is not reached and any relevant issue or conclusion. Points made will not be attributed to any member unless agreed to or requested by that member.

Draft minutes shall be circulated to members for correction within one week following a meeting and a revised minute forwarded for approval at the next meeting.

D. Subcommittees: All subcommittees report to, and are advisory to, the full review committee. Unless a subcommittee chairperson has been appointed by the review committee or the chairperson of the review committee, the members of the Subcommittees shall elect their own chairperson.

Subcommittees may, with the approval of the chairperson of the review committee, invite others who are not members of the review committee to participate on the subcommittee.

What You Said About This Draft Recommendation

- The approval of additional named persons to the subcommittees should reside with the full Review Committee as opposed to the chairperson of the Review Committee (Round Table). Moreover, whether these additional members should take part in the decision-making of the sub-committee or merely provide a supportive role should be considered. – D.S. Norquay – December 21, 2001

- Does it make sense to require consensus from the Review Committee before a point is brought forward to the Round Table? Cannot the Review Committee be better used to provide early detection of non-consensual points requiring attention (in addition to identifying consensual points)? – D.Lauvstad – January 14, 2002

- Are the two sets of sub-committees necessary? Wouldn't it be better to find a way for the Round Table and Review Committee to work with a single set of side tables on issues, which would report back to both bodies? – D.Lauvstad – January 14, 2002

FINAL RECOMMENDATION

Draft recommendation 14 has been amended to reflect the First Nation council and change in the name of the review committee and that consensus decision making will not be required of the council or advisory committee. The recommendation has also been re-numbered as 39.

39. ***The First Nation council and the advisory committee operate in accordance with the following rules and procedures:***

A. Meetings: The members of the council and the advisory committee and the members of any established subcommittee shall determine which meetings shall be open to the public and which will be held in-camera.

B. Minutes: The council and the advisory committee shall have a written record of its meeting and those of its subcommittees. Subcommittee minutes shall be made available to all council or advisory committee members. Approved meeting minutes shall be put on the public registry.

Minutes shall reflect decisions made at meetings, differing points of view if consensus is not reached and any relevant issue or conclusion. Points made will not be attributed to any member unless agreed to or requested by that member.

Draft minutes shall be circulated to members for correction within one week following a meeting and a revised minute forwarded for approval at the next meeting.

C. Subcommittees: All subcommittees report to, and are advisory to, the full council or advisory committee. Unless a subcommittee chairperson has been appointed by the council or advisory committee or the chairperson of the council or advisory committee, the members of the subcommittees shall elect their own chairperson.

Panel First Draft Recommendation 15

15. Review committee members be paid their expenses in accordance with the government's general manual of administration.

What You Said About This Draft Recommendation

No suggestions received.

FINAL RECOMMENDATION

Draft recommendation 15 has been amended to reflect the First Nation council and change in the name of the review committee. It has also been re-numbered as 40

40. First Nation council and advisory committee members be paid their expenses in accordance with the government's general manual of administration.

C. EAST SIDE PLANNING SECRETARIAT

Panel First Draft Recommendation 16

16. An east side planning secretariat be established to provide staff support to:

- *the east side round table,*
- *the east side review committee, and*
- *the interdepartmental working group.*

What You Said About This Draft Recommendation

No suggestions received.

FINAL RECOMMENDATION

Draft recommendation 16 was amended to address the need for secretariat support to the proposed First Nation east side council. To balance the work load of the secretariat, the secretariat no longer will provide support to the interdepartmental working group. This recommendation has been also been re-numbered as 44.

44. An east side planning secretariat be established to provide staff support to:

- ***the east side round table,***
- ***the First Nation east side council,***
- ***east side advisory committee.***

Panel First Draft Recommendation 17

17. The secretariat be comprised of staff from Manitoba Conservation, and may include consultants hired, by Manitoba Conservation, to provide such other support, facilitation and expertise as may be required to carry out the duties of the secretariat.

The secretariat be composed of a project leader, planners - researchers, geographic information system professional, administrator and communications specialist.

What You Said About This Draft Recommendation

- The East Side Secretariat must be made up of independent individuals which do not represent any of the listed parties (government, industry, etc.), due to that group's ability to control the flow and summary of information. – D.Sullivan - December 11, 2001 – attachment - Woodward & Company

- …we would urge that great care be taken in selecting the Chairperson of the Round Table and in appointment of facilitators. A successful process will rely heavily on their skills and judgment. To support their efforts, we also recommend that budget allocations be sufficiently generous as to support extensive public and community consultation, and to ensure that each and every community and interest group is enabled to participate effectively in the process. – Manitoba Hydro – December 12, 2001

- …we propose that planning staff from Manitoba Transportation, who have extensive expertise in Geographic Information System mapping and analysis, be named to the Secretariat along with staff from Manitoba Conservation and external consultants. We make this recommendation not only in terms of the expertise they would bring but also in light of the close relationship between the East Side Transportation Network Study and the Broad Area Planning Initiative.– D.S. Norquay – December 21, 2001

FINAL RECOMMENDATION

Draft recommendation 17 has been amended to recognize the need for a community specialist and re-numbered as 45.

45. The secretariat be comprised of staff from Manitoba Conservation and other government agencies and may include consultants to provide such other support, facilitation and expertise as may be required to carry out the duties of the secretariat.

The secretariat be composed of: a project leader, project planner, assistant planner, geographic information system professional, administrator, community specialist.

Panel First Draft Recommendation 18

18. The duties of the secretariat in respect of the round table include, but not limited to:

- *arranging round table meetings,*
- *preparing and distributing meeting agenda, briefing notes and background materials,*

- *reviewing and analyzing reports and information received for consideration of round table members,*
- *briefing members on topics and issues,*
- *recording and distributing meeting minute,*
- *preparing correspondence,*
- *preparing round table reports,*
- *arranging public consultation workshops, open houses and meetings,*
- *administering the general operations of the Round Table, i.e., co-ordinating payment of expenses, e.g., honorariums, travel, meeting rooms, printing and maintaining round table files.*

What You Said About This Draft Recommendation

- … the duties of the Secretariat… not seem to include doing research. There is reference to preparing reports, which could be interpreted differently than doing research… my suggestion would simply be to strengthen those sections of the report which refer to getting first class advice, research, etc., as needed so that future unknown circumstances, for example budget cutbacks or shortfalls, won't result in decisions being made without the required research being done. – D.Lauvstad – January 14, 2002

FINAL RECOMMENDATION

Draft recommendation 18 has been amended to include a research duty for the secretariat and that the secretariat will prepare the east side plan. The recommendation has been re-numbered as 46.

46. The duties of the secretariat in respect of the round table include, but not limited to:

- ***arranging round table meetings;***
- ***preparing and distributing meeting agenda, briefing notes and background materials;***
- ***reviewing and analyzing reports and information received for consideration of round table members;***
- ***undertaking research;***
- ***briefing members on topics and issues;***
- ***recording and distributing meeting minute;***
- ***preparing correspondence;***
- ***preparing round table reports;***
- ***arranging public consultation workshops, open houses and meetings, administering the general operations of the Round Table, for example, co-ordinating payment of expenses, such as, honorariums, travel, meeting rooms, printing and maintaining round table files; and***
- ***preparing the draft and final east side plan at the direction of the east side round table.***

Panel First Draft Recommendation 19

19. The duties of the secretariat in respect of the review committee include, but not limited to:

- *arranging review committee meetings,*
- *preparing and distributing meeting agenda, briefing notes and background materials,*
- *recording and distributing meeting minute,*
- *preparing correspondence and review committee reports,*
- *administering the general operations of the review committee, i.e., co-ordinating payment of expenses, e.g., travel, meeting rooms, and maintaining files.*

What You Said About This Draft Recommendation

No suggestions received.

FINAL RECOMMENDATION

Draft recommendation 19 has been amended to incorporate the secretariat's duties relative to the First Nation east side council and re-numbered as 47.

47. The duties of the secretariat in respect of the First Nation council and advisory committee include, but not limited to:

- ***arranging meetings;***
- ***preparing and distributing meeting agenda, briefing notes and background materials;***
- ***recording and distributing meeting minute;***
- ***preparing correspondence and reports; and***
- ***administering the general operations of the council and advisory committee, for example, co-ordinating payment of expenses, such as, travel, meeting rooms, and maintaining files.***

3. Planning Process

What COSDI recommended

In respect of the large area planning process, the *COSDI Report* recommended:

> *"...government...Upon completion and recommendation of the... plan... adopt the plan as an extension to its provincial sustainable development policies and strategies for that area, through a hearing process... review large area plans, not less than once every five years, through a formal public review process."*

Options proposed

During the panel discussions, a proposed general east side planning process was presented for consideration. The process was explained through a planning process organizational flow chart and an east side planning process activity time table. Highlights of the Phase II planning process are:

- community and stakeholder consultations conducted by east side round table,
- preparation of a draft plan based on round table advice by an interdepartmental working group,
- public consultations on the draft plan conducted by east side round table,
- revision of plan as required,
- review and adoption of the plan by the province.

What you said

Written comments received from returned comment sheets:

- Scheduling of meetings is very important. Certain seasons or areas of employment make it very difficult for attendance. Stay away from bingo night in small communities! - Manitoba Trappers Association
- Major stakeholders to be directly involved in planning. - Poplar River First Nation
- Better PR on what the real question is. Why are we planning the east side for development or conservation? For improving the lives of people who live there or promoting opening the area? - Poplar River First Nation
- Manitoba Recreational Canoeing Association would like to see the establishment of a public registry (perhaps an on-line public registry to facilitate distribution of information) to house reports, terms of reference, correspondence, minutes of meetings, etc. - Manitoba Recreational Canoeing Association, Inc.
- With the pushing of the road more remote areas will open up. Will communities be notified of areas opening up for cottage development, lodges, etc. - Aghaming

Recommendations from submissions received:

- Before the planning process begins, the Province should support a workshop on planning processes involving invited experts plus members of the Clean Environment Commission (who are to become the consultation experts, according to current government thinking), the Planning and Assessment Committee of the Manitoba Round Table, potential candidates for the East Side Round Table, and other interested participants. The workshop would consider factors contributing to the successes and failures in the BC and Ontario processes and make recommendations to create favorable conditions for Manitoba. - Peter Miller

- Guiding Principles:

i. The lands and waters of eastern Manitoba contain a boreal forest ecosystem that is whole and fully ecologically developed. It must be recognized that human development activities will not add value to this existing natural system, but rather they will replace and destroy some of its parts. The most important outcome of the East Side Planning Initiative is the creation of a land use plan that ensures that the ecological integrity of this ecosystem is preserved.

ii. The land use plan be ecologically sound, rather than simply a coordinated development plan.

iii. The way in which the land use plan proposes to protect the East Side ecosystem needs to be credible and defensible in terms of both western science and traditional ecological knowledge.

iv. The planning process and the land use plan recognize aboriginal constitutional and treaty rights.

v. The planning process create a land use plan which promotes healthy communities whose economies are sustaining through the recognition that the communities' well-being is predicated upon a healthy ecosystem.

vi. Effective and meaningful public participation be encouraged and facilitated throughout the land use planning process.

vii. The entire planning process be adequately staffed and financed to produce a land use plan of which Manitoba can be proud. - Canadian Parks and Wilderness Society

- A dedicated public registry for the East Side Planning Initiative be established. All documents the Round Table considers should quickly be made available in the registry. - Canadian Parks and Wilderness Society

- Effective consultations would be furthered by the hiring of a person in each community to act as a liaison with the Round Table. This person would build rapport for the Round Table and the Land Use Planning Initiative in each community. That person would also be able to answer community questions and forward information requests to the Core Group. - Canadian Parks and Wilderness Society

- A Decision Tree for final approval of the land use plan:

    - East Side Round Table writes a draft land use plan.
    - The draft plan be made available to the Minister, the Government's Interdepartmental Planning Committee, and East Side participants, for review and comment.

- The Round Table prepares a revised plan, based on public review and comment, and present it to the Minister of Conservation.
- The Minister asks the Clean Environment Commission to hold public hearings, pursuant to *The Environment Act*, to receive public comment on the plan.
- The CEC prepares a report, makes recommendations regarding the plan.
- The Minister of Conservation approves the plan (with or without modifications). - Canadian Parks and Wilderness Society

- The process should not be rushed. Getting some form of cohesive input from the communities in the area will take time and special attention. Experience at South Indian Lake and in getting agreement on a form of governance for non-Treaty residents of the north makes me believe that we have to search for an individual in each community who is trusted to collect residents' views and to convey them to the Core Group – then you have to pay him or her and nurture interest. I hope the government sees that this exercise cannot be done effectively on a shoestring budget! - Nick Carter

- The exercise must be very open – an interactive process which makes public every step you take and every finding you believe in. There must be ample opportunity for public discussion as drafts are produced (not forgetting that Winnipegers have as much interest in the province's future as the residents of the planning area and the agencies who want to develop its resources). - Nick Carter

- Developing of the Planning Process

  - Tembec and our partners to Gas-bi-mooka"ang Sawmill and Kiiwetino Ma"iingan Shared Forest Stewardship Company known as the First Nation Limited Partnership (FNLP) should be given full opportunity to review details of this proposed land use planning initiative and provide input on behalf of their shareholders. This same opportunity should be given to First Nations communities, representatives of conservation organizations, and groups representing other economic and public interests.
  - A full opportunity to review the 'Draft Terms of Reference' should be provided to Tembec and the above-mentioned parties in #1.
  - FNLP and Tembec should be provided with a membership position on the Round Table.
  - The East Side Land Use Planning Initiative should have a reasonable start date and end date. Based on the experience of other jurisdictions, this land use plan should be completed within three years from the date it starts. Further, this exercise should start no later than June 1, 2001. - Tembec

- …a forced time frame or forced outcomes from a public planning exercise would display bias or preference. – Canadian Nature Federation

- The planning exercise should be ecologically based in its information base, and objectives or goals. This goal in the Terms of Reference would state: 'the planning exercise will ensure the maintenance of all ecosystem function and services and diversity of species at current or improved levels.' (Species or ecosystems already in decline should not be taken as being a norm, but identified with a planning goal for restoration.) – Canadian Nature Federation

- Public access to information at each stage of the planning initiative, with public (not only electronic) posting of minutes, reports, schedules, options, and comments during both consultation and review processes is essential. Public and timely access to any technical or scientific or mapping material viewed or used in the Initiative will be necessary for a credible process. We recommend immediate action on the COSDI report's recommendations regarding access to information, with continuation throughout the Initiative. Public and community access to existing data and studies regarding the East Side will need to be built into Terms of Reference, and Access guidelines. These steps can start with the review steps for the report on the January to May 2001 pre planning meetings. – Canadian Nature Federation

- A community and public interest Phase of the Initiative would be most productive for future decision making if it resulted in goal setting for the ecosystems and communities in the geographic planning area with identified steps to identify goals, barriers to achieving certain goals, and requirements for decision making based on those goals. This would mean that a policy framework for future decision making in relation to Land Use Planning can emerge in Manitoba and in particular for the East Side. Without goal setting and a policy framework a risk emerges - that short term thinking and assumed benefits would become a priority at the cost of ability to undertake long term planning for the whole forest lands and waterscape, for all communities affected, and for a whole, diversified, community lead economy. A simple test applies. If the Initiative becomes a development driven exercise then short term planning for economic benefit of some parties and some aspects of the economy will result. – Canadian Nature Federation

- Sustainable Development and sustainability (not always the same thing) have three inter-dependant and inter-related elements. Economic factors, Environmental factors, and Social Equity factors. All three are part of any successful, transparent consultation, policy framework, or decision making process that claims to be sustainable. An ecological framework for land use planning implies that sustainability will be operational on long time horizons where all three factors are integrated on a functioning basis. In fact, when sustainability is achieved, spin-offs or benefits in all three spheres increase. Access to information and assured ability to participate are essential for social equity to be achieved. This Initiative's process will need to fulfill its terms of reference and objectives, or the outcomes will not be sustainable. In turn the Initiative's terms of reference will need to support sustainability, including social equity and ecological integrity or the outcomes will not. – Canadian Nature Federation

- Conducting the Initiative in a culture of research, information access, and learning can lead Manitoba society to a strengthened basis for public lands decisions in the future. Examples of concepts and information to apply to planning include: ability to identify carrying capacity for any ecosystem while setting clear goals regarding maintaining natural capital (no net loss objectives), and building social capital. These are examples of elements essential to ecologically based planning. – Canadian Nature Federation

- Essential elements of a valid East Side land use planning process include:
    - The East Side planning initiative to encompass the lands and waters in natural regions 3, 4b, 4c and parts of 5c.
    - Appropriate and meaningful participation by First Nation communities.
    - An ecological base and full technical information to be used.
    - All records, reports, document, etc. to be accessible and made public on a timely basis.
    - A clear mission or goal statement, with terms of reference, which states that the most important outcome of the East Planning Initiative is a land use plan that ensures the ecological integrity of the East Side ecosystems is preserved.

  - Definitions regarding land use planning to be enunciated in the Phase One report, and to be part of the framework for this initiative. Such a framework would be clear about all values and objectives for the landscape, communities and waterways.
  - Avoidance of significant development expansion, new agreements, or license alterations or licenses prior to the planning process. (Such actions prior to or during the last use planning process would create artificial benchmarks and create conflict among developers).
  - That adequate time, information, and staff resources are available for an independent process that is not housed in any one department or subject to internal government alteration. – Boreal Forest Network, CPAWS Manitoba, Canadian Nature Federation

Comments from notes of meetings held:

- What is the province's definition of broad area planning and the terms of reference for the study? - Environmental and Recreational Organizations

- A development oriented approach is not appropriate. Define land use planning versus development planning. - Environmental and Recreational Organizations

- Will government ensure that COSDI recommendations are applied to the study? - Environmental and Recreational Organizations

- It is imperative that effective community consultation occurs during Phase 2. The band and community want the opportunity to speak to the issues that concern them. - God's Lake

- Consultation with the local people is essential to developing a plan that will be acceptable and supported by the public. - Poplar River

- Why are another two years of studies and discussions necessary? - Berens River First Nation

- Can we see a draft of the terms of reference - answer was yes, we will share with them. - Gaa-Bi-Mooka-Ang

- What if a First Nation will not participate in the planning initiative? - Gaa-Bi-Mooka-Ang

- How will issues with terms of reference be dealt with? - Gaa-Bi-Mooka-Ang

- Terms of reference to include a draft-planning framework? - Gaa-Bi-Mooka-Ang

- What if AMC, SCO, MKO decided not to participate? - Gaa-Bi-Mooka-Ang

- How is balance to be achieved in the process; interests to be taken into account during the process. - Gaa-Bi-Mooka-Ang

- What is the purpose of the land use plan at the end of the day?-maybe a condition that the plan be flexible and be subject to amendments as time and conditions permit.- Gaa-Bi-Mooka-Ang

- The issue of how future land use decisions will affect community activities was raised. There was an expectation that the community will be involved and listened to during the planning process. - Oxford House

- Is the East Side Planning Initiative just a 'feel good' process and it will be 'business as usual' afterwards? - Hollow Water

- Previous plans and developments have not involved adequate discussions with local people. They want to ensure that the East Side Planning process involves meaningful consultation with band members through community meetings. Grass roots concerns have to be listened to and addressed. - Gods River

- All of the communities should be involved in public consultation meetings. - Northern Affairs Communities

- There is a need to protect the integrity of the natural ecosystems rather than having the study be human focused and development driven. - Environmental and Recreational Organizations

- Land Use Planning Study now being undertaken by Daphne Sinclair. Both Hollow Water and Black River First Nations included. Present notable component is transcribing elders knowledge from Ojibway to English . Spiritual connection to the land, water and animals is edited out because of it's sacred nature. Study will be completed this summer, available on CD ROM. - Hollow Water

The following recommendations address:

- the planning process to be followed;
- the timetable for completion of the plan;
- the general components of the plan;
- the method of providing information to the public; and
- the role and composition of an interdepartmental working group.

Panel First Draft Recommendation 20

20. *The following general process be adopted for the preparation and adoption of the east side Lake Winnipeg broad area plan.*

Step 1. The east side round table collects information, undertakes research, prepares a communication and consultation plan and conducts consultations to identify the vision, goals, and objectives for the plan and the issues and concerns to be addressed and options and alternatives for addressing the issues.

The round table consults with the east side planning review committee throughout the process.

Step 2. The interdepartmental working group coordinate preparation of draft east side plan as directed by the round table.

Step 3. The east side round table undertakes public consultations on the draft plan.

Step 4. The interdepartmental working group amends plan as directed by the round table.

Step 5. The east side round table forwards plan to the minister for consideration.

Step 6. The minister forwards the plan to cabinet with recommendations for adoption.

What You Said About This Draft Recommendation

- That an external independent team of consultants be appointed to provide input on how best to proceed on developing a Large Area planning process that abides by a key attribute on COSDI that *"planning drives development, as opposed to development driving planning"*. – D.Sullivan – December 11, 2001

- The East Side Planning Process must adopt the mechanisms for consultation between the provincial government and Aboriginal peoples directed by the COSDI report. The government of Manitoba must immediately put these in place for these and other consultations. – D.Sullivan - December 11, 2001 – attachment - Woodward & Company

- The Minister's discretion must be guaranteed by providing for his ability to reject, amend or send back the plan for further work. – D.Sullivan - December 11, 2001 – attachment - Woodward & Company

- Common terms used in this draft Report should be defined. Clear goals, vision, and objectives for the planning initiative should be established through public consultations before the plan is determined, and before development proposals are acted on. This would be consistent with COSDI. – D.Sullivan - December 11, 2001 – attachment - Woodward & Company

- Our Recommendations: The land use plan will be created in a step-by-step process, with decisions regarding specific resource allocations and developments being made based on and in conformity with, the plan. – D.Sullivan, G.Whelan-Enns, S.Kidd – December 19, 2001

- …we suggest that the East Side large area sustainable development plan be developed in the following manner.

1. The Minister sets broad terms of reference for the planning process and outcome of the plan. These terms of reference must be consistent to various government policies and commitments, including COSDI…

Phase One

2. All existing baseline data, which includes environmental, social, economic, and land use information, for the planning region be gathered. Steps be taken to fill obvious missing information gaps. The information is then packaged into a standard, usable, and accessible format, with sources noted and public access assured.

3. While the above information gathering is taking place, an interim independent facilitator is hired to meet with and identify all potential participants in the land use planning process. The facilitator gathers basic information, based on the Minister's broad terms of reference…

4. An independently facilitated planning retreat attended by planning participants is held…

Phase Two

5. Creation of a land use plan, based on the values and goals and planning model identified at the above planning retreat, which includes: formulation of objectives to achieve shared values and goals; creation of alternative land use scenarios to fulfil shared values and goals; analysis of alternatives to assess environmental, economic and social implications; selection of land use alternatives; drafting of implementation strategy; and preparation of draft plan.

6. Seek approval of the plan from all participants and broader public through meaningful consultations and an independent public review process.

7. Minister takes plan to cabinet for approval.

Phase Three

8. Implementation, monitoring, and timely review of the plan.

9. Specific resource allocations must be in compliance with the plan and with full public notification, licensing steps, and environmental assessment.

Our Recommendations:

- The above planning steps be implemented.
- The Minister will immediately enunciate the guiding principles for the land use planning process, including:...
  - recognition and affirmation of Aboriginal and treaty rights;
  - the most important outcome of the planning process is the preservation of the ecological health and biodiversity of the East Side ecosystem; and
  - the plan be created bearing the "precautionary principle" in mind.
- An independently facilitated planning retreat for all potential participants will be held in the very near future.
- The planning process will not be constrained by the suggested two-year time limit.
- Adequate time, information, and staff resources will be available for an independent process that is not housed in any one department or subject to internal government alteration. – D.Sullivan, G.Whelan-Enns, S.Kidd – December 19, 2001

- Alternate forms of economic development were not discussed, notably non-timber forest products. As well, there should be provision for an economic evaluation of the alternatives. – D.Lauvstad – January 14, 2002

- Incorporate a strong public education and communication initiative to achieve full affect. You will find stronger cohesiveness, better long-term results and in addition, you will find the consultation process to run more efficient and effectively. Provide relevant scenarios – European examples and bioregionlization. Provide background material. Provide open dialogue. Provide venue for youth to get involved – schools, schools, schools. Promote stewardship via hands-on training and field positions/employment ops. – D.Lauvstad – January 14, 2002

- I believe that to create an ecologically sustainable land use plan for eastern Manitoba, the following principles must guide the planning process. That meaningful consultation takes place with the Aboriginal communities located in the planning area during the creation of the land use plan. There is little point in developing a land use plan for eastern Manitoba that is not acceptable to many of the area's inhabitants. – G.T.Miller – January 4, 2002

- ...CPAWS Manitoba recommends the principles discussed below be used to guide the planning process. Principle #4 – Meaningful consultation must take place with the Aboriginal communities in the region during the creation of the land-use plan ... the Draft Phase One Report recommends that the Round Table, and not the government, consult with the aboriginal communities. Legal case law suggests that the Province of Manitoba consult directly with the different East Side communities and not through an intermediary. – S.Kidd – January 15, 2002

- Manitoba Conservation's broad area planning is integrated and coordinated to address social, environmental, health, cultural and economic needs of the First Nation, Metis, public, local communities and various stakeholders; - Aboriginal Resource Council

- Manitoba Conservation establishes a consultation process that will reflect the involvement of Aboriginal and Metis governments, organizations, women, elders and youth; - Aboriginal Resource Council

- Manitoba Conservation develop and initiate and education and communication strategy that will include Aboriginal Treaty and Inherent Rights.- Aboriginal Resource Council

- I believe that to create an ecologically sustainable land-use plan for eastern Manitoba, the following principles must guide the planning process...Meaningful consultation must take place with the Aboriginal communities in the region during the creation of the land-use plan. There is little point in developing a land-use plan for eastern Manitoba if it does not take into account the ideas and concerns of those who live in the region. - Petition

FINAL RECOMMENDATION

Draft recommendation 20 has been amended to incorporate the First Nation east side council, the name change for the review committee, that the secretariat will prepare the plan and that the minister makes recommendations to cabinet concerning the plan. The recommendation has also been re-numbered as 18.

18. ***The following general process be adopted for the preparation and adoption of the east side Lake Winnipeg broad area plan.***

Step 1. The east side round table:

- ***collects information;***
- ***undertakes research;***
- ***prepares a communication and discussion / consultation plan for involving First Nations, local Aboriginal communities, the public and stakeholders; and***
- ***conducts discussions and consultations to identify the vision, goals, and objectives for the plan and the issues and concerns to be addressed. The round table will consider options and alternatives, including alternative forms of economic development for addressing the issues.***

The round table consults with the First Nation east side council and east side advisory committee throughout the process.

Step 2. The east side secretariat, in consultation with the interdepartmental working group, prepares a draft east side plan as directed by the round table.

Step 3. The east side round table undertakes First Nation, local Aboriginal community, public and stakeholders public discussions / consultations on the draft plan.

Step 4. The east Side Secretariat, in consultation with the interdepartmental working group, amends plan as directed by the round table.

Step 5. The east side round table forwards plan to the minister for consideration.

Step 6. The minister forwards the plan to cabinet with recommendations.

Panel First Draft Recommendation 21

21. *The east side Lake Winnipeg plan be submitted to the Conservation Minister within two (2) years.*

What You Said About This Draft Recommendation

- Our Recommendations: The planning process will not be constrained by the suggested two-year time limit. – D.Sullivan, G.Whelan-Enns, S.Kidd – December 19, 2001

- The report does not mention what the starting date is. This needs to be defined so that the end date of the process and submission of the final plan to the Minister is articulated up front. Recommendation: The final report to the Minister should be made no later than June 2003. – B.Snell – December 20, 2001

- It was felt that the two-year timeline to have the East Side Lake Winnipeg Plan completed was unrealistic. There is a need for education and communication to all stakeholders, especially in the local communities. – D.Lauvstad – January 14, 2002

- The two-year time frame is too short, if BC's land use planning process is any indication. In BC, the Land and Resource Management Planning Tables take 4-7 years to complete their work. Tembec recommended 3 years…. Perhaps some matters can be decided in a shorter period, but likely not a complete plan.– D.Lauvstad – January 14, 2002

FINAL RECOMMENDATION

Draft recommendation 21 has not been changed except to re-number it as 19.

19. The east side Lake Winnipeg plan be submitted to the Conservation Minister within two (2) years.

Panel First Draft Recommendation 22

22. The components of the east side plan include, at minimum:

- *a vision for the planning area,*
- *goals and objectives based upon the needs of the area,*
- *ecosystem, land use and resource management principles and / or codes of practice,*
- *a land use zone map with policies and / or guidelines for each zone, and*
- *procedures for the regular review and amendment of the approved plan.*

What You Said About This Draft Recommendation

- Development of Master Plan for entire Eco-Region 90
    - Wilderness areas
    - Research Reserves (including year-round caribou reserves)
    - Parks (Provincial, National)
    - Heritage Rivers
    - Historic Sites and areas (including Aboriginal areas for gathering, special interest sites, etc.)
    - Wildlife Management / special Forestry areas
    - Eco-tourism bases, sites, routes, special areas
    - Critical examination for actual need for all-weather roads
    - Critical appraisal of justification for proposed expansion of PFPC mill and wood Supply.
    - Analysis of alternatives (e.g. – increase in use of recycled paper)
    - Analysis of funding (presence of long-term availability and stability),

- Market analysis by independent body. Discuss concept of "carrying capacity" of humans in East Side endeavors of different types. – W.O. Pruitt

- I believe that to create an ecologically sustainable land use plan for eastern Manitoba, the following principles must guide the planning process. The most important outcome of the East Side Planning Initiative is the creation of a land use plan that preserves the ecological health of the East Side Forest. The Draft Phase One Report overlooks the global ecological significance of the boreal forest ecosystem of eastern Manitoba. The Report's recommendations are focussed on its development, not protection. – G.T.Miller – January 4, 2002

- ...CPAWS Manitoba recommends the principles discussed below be used to guide the planning process. Principle #2 – The most important outcome of the planning initiative is the creation of a land-use plan that preserves the ecological health of the East Side Forest. – S.Kidd – January 15, 2002

- I believe that to create an ecologically sustainable land-use plan for eastern Manitoba, the following principles must guide the planning process...The most important outcome is the creation of a land-use plan that preserves the ecological health of the East Side Forest. The proposed recommendations overlook the global ecological significance and intrinsic value and beauty of the boreal forest ecosystem of eastern Manitoba, and focus on its development, not its protection. - Petition

FINAL RECOMMENDATION

Draft recommendation 22 has been changed by adding additional components to the plan and re-numbering it as 20.

20. The components of the east side plan include, at minimum:

- ***a vision for the planning area;***
- ***goals and objectives based on the needs of the area;***
- ***ecosystem, land use and resource management principles and / or codes of practice;***
- ***a land use zone map with policies and / or guidelines for each zone;***
- ***a summary of input received from the first Nation council, advisory committee and public consultation;***
- ***identification of any incompatibilities with existing policy or lack of policy;***
- ***procedures for the regular review and amendment of the approved plan; and***
- ***a glossary of significant resource allocations, licences, permits and other allocations and the issuing body.***

Panel First Draft Recommendation 23

23. A dedicated public registry and Web site be established for the purpose of making available to the public reports, information and draft plans prepared by or for the east side round table and review committee. Whenever possible, local community resources should be used to distribute information.

What You Said About This Draft Recommendation

- Our Recommendations:
  - All records, reports, documents, etc. will be accessible and made public on a timely basis.
  - Implement COSDI recommendations for access to information as they apply to this initiative and any subsequent Plan.
  - A dedicated public registry system containing hard copies of all information, starting at the beginning of the Phase One staff team's work, will be immediately established. This includes the establishment of satellite registries in all East Side communities.
  - All information pertaining to the East Side Initiative, including meeting minutes, will be placed on the public registry on a timely basis. – D.Sullivan, G.Whelan-Enns, S.Kidd – December 19, 2001

- This needs to be made public (including posting on the East Side Planning website, complete with links or directions to the source of the information), so that others can benefit from this work. Summaries of the research should also created, so that the Round Table doesn't have to read all of the reports (there are likely hundreds of such reports). The Manitoba Model Forest and Manitoba Hydro are excellent sources of such information. Recommendation: Lists of information and research on the east side of Lake Winnipeg should be made available to the public through a variety of means, including the east side planning website. – B.Snell – December 20, 2001

FINAL RECOMMENDATION

Draft recommendation 23 has been broaden to ensure all means of providing information to the public and planning participants may be used during the planning process. It has also been re-numbered as 21.

21. ***A dedicated public registry and Web site be established and other means identified and used for the purpose of making available to the public: reports, information and draft plans prepared by, or for, the east side round table and First Nation council and advisory committee. Whenever possible, local community resources should be used to distribute information.***

Panel First Draft Recommendation 24

24. An interdepartmental working group be established to coordinate preparation of the broad area plan for the east side Lake Winnipeg planning area based upon advice received from the east side round table and act as in-house consultants to the round table, by providing planning, resource and policy advice and information to the round table.

What You Said About This Draft Recommendation

- Any government committee involved is accountable to the public planning participants. – D.Sullivan, G.Whelan-Enns, S.Kidd – December 19, 2001

- …it is suggested that …the Interdepartmental Working Group be included under the section dealing with *Advisory Bodies – Roles and Responsibilities*…Placement under this section more appropriately reflects the advisory role they are to play and also enables all program entities to be discussed under the same section. – D.S. Norquay – December 21, 2001

FINAL RECOMMENDATION

Draft recommendation 24 has been amended to reflect that the east side secretariat will be responsible for the preparation of the east side plan as directed by the round table with the role of the working group being advisory to the round table. This recommendation has been moved to the section on advisory bodies and re-numbered as 41.

41. An interdepartmental working group be established to act as in-house consultants to the round table, by providing planning, resource and policy advice and information.

Panel First Draft Recommendation 25

25. The east side planning secretariat project leader chair the working group.

What You Said About This Draft Recommendation

No suggestions received.

FINAL RECOMMENDATION

Draft recommendation 25 has been amended to have Manitoba Conservation chair the working group to balance the work load of the secretariat and reflect that the secretariat no longer provides support to the working group. The recommendation has been moved to the section on advisory bodies and re-numbered as 42.

42. Manitoba Conservation chair the working group.

Panel First Draft Recommendation 26

26. The working group be comprised of provincial government staff, appointed by their respective departments, including but not limited to staff from the following provincial and federal government departments and agencies:

- *Manitoba Conservation,*
- *Aboriginal and Northern Affairs,*
- *Industry Trade and Mines,*
- *Transportation and Government Services,*
- *Intergovernmental Affairs,*
- *Family Services and Housing,*
- *Culture, Heritage and Tourism,*
- *Manitoba Hydro,*

- *Fisheries and Oceans Canada,*
- *Environment Canada,*
- *Indian and Northern Affairs Canada.*

What You Said About This Draft Recommendation

- Manitoba Hydro must be removed from the Intergovernmental Working Group, as they are in a clear conflict of interest. – D.Sullivan - December 11, 2001 – attachment - Woodward & Company

- No public planning participant should sit on any government committee (e.g. Manitoba Hydro). Staff from the Phase One team have confirmed that no government staff will sit on any planning table or committee. – D.Sullivan, G.Whelan-Enns, S.Kidd – December 19, 2001

- The working group should also have AMC (Assembly of Manitoba Chiefs), SCO, MKO, as all the these organizations have a secretariat working on Natural Resources. The other major concern is First Nation speaking for all the community. One person, even a Chief, cannot speak for all the community…. In closing I will still reiterate our concern that we want proper representation, who will be our champion for the protected areas, treaty land rights and traditional lands. Find us that champion and will gladly participate. – Chief Vera Mitchell – December 19, 2001

- There needs to be representation from the various branches of Manitoba Conservation (e.g., Parks, Wildlife, Forestry, etc.) on the IWG. This is not mentioned in the report. Recommendation: There should be representation from the various branches of Manitoba Conservation on the IWG. – B.Snell – December 20, 2001

FINAL RECOMMENDATION

Draft recommendation 26 has been amended to include Manitoba Health, it has been moved to the section on Advisory Bodies and re-numbered as 43.

43. The working group be comprised of provincial government staff, appointed by their respective departments, including but not limited to staff from the following provincial and federal government departments and agencies:

- ***Manitoba Conservation,***
- ***Manitoba Aboriginal and Northern Affairs,***
- ***Manitoba Industry Trade and Mines,***
- ***Manitoba Transportation and Government Services,***
- ***Manitoba Intergovernmental Affairs,***
- ***Manitoba Family Services and Housing,***
- ***Manitoba Health,***
- ***Manitoba Culture, Heritage and Tourism,***
- ***Manitoba Hydro,***
- ***Fisheries and Oceans Canada,***
- ***Environment Canada,***
- ***Indian and Northern Affairs Canada.***

Panel First Draft Recommendation 27

27. *The duties of the east side planning secretariat in respect of the interdepartmental working group include, but not limited to:*

- *arranging working group meetings,*
- *preparing and distributing meeting agenda, briefing notes and background materials,*
- *recording and distributing meeting minute,*
- *preparing correspondence,*
- *preparing working group reports,*
- *leading preparation of draft and final east side Lake Winnipeg plan,*
- *administering the general operations of the working group.*

What You Said About This Draft Recommendation

No suggestions received.

FINAL RECOMMENDATION

Draft recommendation 27 has been deleted as the secretariat no longer provides support to the working group so as to balance its work load.

4. Issues and Opportunities

What COSDI recommended

The *COSDI Report* stated that "An objective of large area planning would be to identify the main issues that must be dealt with in the long-term (i.e., in excess of five years), if the values of the ecosystem are to be maintained or improved; to set targets and to ensure that those priorities are implemented."

COSDI subsequently recommended that:

> *"...the ...process address: [1] The integration of the sustainable development components. [2] The alternative land and resource allocation and commitments within the plan, cumulative impacts of the plan, commitments under inter-provincial, national and international agreements to the protection of flora and fauna and protected areas undertaken by Manitoba, and the "precautionary principle", wherever possible... [3] Consistency between large area sustainable development plans. [4] Significant resource allocations... be subject to the requirements of the... plan. [5]... issues associated with significant resource allocations should be accommodated at the time of large area planning. In the event they are not, however, they will need to be by effects assessment, either on their own or as a part of the related development."*

Options proposed

During the public discussions, the panel members raised for discussion a number of significant resource allocation issues and land use and infrastructure proposals that are presently being considered.

In particular, the panel noted the following issues and proposals:

- protected areas initiative,
- all-weather road proposal,
- mining interests,
- tourism developments,
- hydro developments,
- community development, and
- the Tembec - Pine Falls Operations and First Nations joint forestry venture.

What you said

Written comments received from returned comment sheets:

- Benefits to communities should be carefully weighted; realizing that "you can't please all of the people all of the time." - Manitoba Trappers Association

- Community capacity to deal with development when it happens. Economic development opportunities. Resource extraction versus environmental conservation - can a balance be reached. - Winnipeg River, Brokenhead Community, Futures Development Corporation

- Resource sharing and revenue sharing. Traditional territories, trapping territory of First Nations. Protected areas. All weather road. - Poplar River First Nation

- Topic too broad. Should concentrate on road idea only. Look at forestry and mining issues as they arise. - Island Lake Community Council

- The largely intact forests on the East Side of Lake Winnipeg represents one of the premier wilderness paddling destinations in North America. As such, there is high potential to foster increased tourism as a viable economical alternative to relatively low-value pulpwood timber harvest. Integral to tourism development is maintenance of an intact ecosystem. Therefore, activities that lead to increased exploitation or fragmentation of habitats required by endemic wildlife species should be avoided. Species of particular concern for their tourism value and their susceptibility to anthropogenic disturbance include moose, gray wolves, woodland caribou, lynx and native mustelids. Habitats also should be managed to ensure maintenance of bird species richness and composition. Of special concern are bird species that require post fire habitats that are difficult to mimic with timber harvest (e.g., black-backed and three-toed woodpeckers that require standing dead timber) and mature-forest specialists (e.g., blackburnian warblers and barred owls). Activities that negatively impact sport fisheries should be avoided to ensure continued tourism value. In addition, any activity that alters the hydrology of the bogs and wetlands, thereby changing peak flow discharge timing and rates into East Side rivers, streams and lakes should be avoided. - Manitoba Recreational Canoeing Association, Inc.

- If development does occur, it is imperative that bridges crossing navigable water courses be constructed in areas with good upstream visibility (i.e., in areas that allow approaching paddlers sufficient time to identify and avoid hazards) and provide sufficient clearance for safe passage of boats under all flow conditions. - Manitoba Recreational Canoeing Association, Inc.

- With the timber industry, it is all geared to the large operator. Is there any (reason) why more employment can (not) be created for the little guy, i.e., line skidders. - Aghaming

- Road, boundaries, forests. - Loon Straits

Recommendations from submissions received:

- A process considering First Nations project requirements should continue. - Tembec

- Any work completed in this area as part of the "Network of Protected Areas Strategy" previously lead by the Parks Branch of Manitoba Conservation be incorporated into this exercise so that it is completed as part of the East Side Land Use Plan. - Tembec

- The historical and traditional rights and values of First Nations in the land use planning area should be given due consideration. - Tembec

- A planning framework for forest resources should be adopted by Manitoba, such as Ecosystem-Based Management or Sustainable Forest Stewardship. - Tembec

- It is consistent with the COSDI report, as adopted by the Manitoba government, to undertake a planning exercise prior to any further allocation of resources. – Canadian Nature Federation

- Those lands and waters currently impacted by development within the recommended geographic scope of the undertaking have never been assessed for cumulative impacts. We have no mechanism in Manitoba for anything other than environmental impact projections provided for licensing purposes. Implicit in the next Phase of this Initiative is a commitment for ongoing follow up and environmental assessment - perhaps also economic and equity assessment - of the fulfillment of the goals established. A planning exercise of this kind potentially becomes worthless if there is no follow up intended. Establishing a set of benchmarks connected to planning goals becomes a main tool of the exercise, and is built on the assessments products required. A scan of the state of the geographic scope for the Initiative, with full mapping and access to information would be an appropriate start. – Canadian Nature Federation

- Any planning initiative undertaken in forest landscapes and regions will need to take Climate Change into account. This will include an ability to project impacts from fire, based on new models, while identifying other potential climate change impacts. A full carbon inventory with budgets to show loss or release of carbon, sequestration services, weather mitigation, and impacts or benefits from any decision scenario is a primary tool for future decision making in our forest natural regions. A stated objective for the next Phase can be identification of current and potential climate change impacts. Manitoba needs to be able to apply these factors to planning, including for this Initiative. – Canadian Nature Federation

- Our comments here are predicated on the assumption that the government of Manitoba will continue all of its efforts to complete the network of protected areas in Manitoba, including within the natural regions and geographical scope of the Planning Initiative, using the same quality of representation science services and ecological design. Government of Manitoba commitments to complete Manitoba's network of protected areas are among the obligations identified for these natural regions. To date none of the natural regions which we identify and recommend for the geographic scope of the Initiative has complete representation or a complete network of protected areas. We also make our comments based on the assumption that consultations for protected areas establishment in Manitoba will be ongoing - and that this Initiative does not replace those consultations. – Canadian Nature Federation

- We suggest that development intentions or wishes are not part of the next Phase of the Planning Initiative. Any party or individual who benefits from or is associated with any of these development intentions must be clearly identified in all proceedings. Transparency in these matters will also assist credibility and the outcomes. Perhaps this is a three part Initiative. See our comments above.
Phase One has been the pre planning meetings and report containing these comments with review to arrive at a process model. Phase Two is the goal setting and policy framework consultations, based on clear definitions and terms of reference. Phase Three is the consultation regarding application of those goals to the geographic scope of the Initiative. – Canadian Nature Federation

- Essential elements of a valid East Side land use planning process include: …Avoidance of significant development expansion, new agreements, or license alterations or licenses prior to the planning process. (Such actions prior to or during the last use planning process would create artificial benchmarks and create conflict among developers). – Boreal Forest Network, CPAWS Manitoba, Canadian Nature Federation

- … the area covered by the initiative will include the Knee Lake, Gods Lake Oxford Lake area where a promising major regional diamond exploration program commenced recently. Major diamond companies De Beers, BHP and Kennecott and several smaller parties, including Indicator Explorations, have large exploration permits in the area. It is possible that bodies of kimberlite, the most common diamond host rock, are present throughout much of the area to be covered by the planning initiative, given the fact that the NWT kimberlite "province" (including the Ekati Diamond Mine kimberlites), for example, is more than 300 km side. I suggest that the Manitoba Government should at least conduct reconnaissance kimberlite indicator mineral sampling (10 km interval samples?) over all of the northern half of the planning initiative area. It should surely be a priority to determine the location of potentially diamondiferous kimberlites sooner rather than later, considering land use Planning is underway. – Indicator Explorations Ltd.

Comments from notes of meetings held:

A. Transportation Network:

- The study should focus only on road issues which is the first priority, considering other land uses will make the study too broad. - Island Lake
- Environmental impacts need to be assessed before a road...can be approved. - Island Lake
- Before a road is developed other support facilities, i.e., RCMP series, need to be considered. - Island Lake
- More information is required concerning the proposed road...corridors. - God's Lake
- The community wants a road to provide access to reduce costs of goods. The road should be developed to highway standards. - Poplar River
- Will the road go ahead no matter the results of the East Side Planning Initiative? Some First Nation favour going ahead; others do not. Will there be doubling up, i.e., hydro and road corridor? Mineral potential greater in Northern section. - Lac du Bonnet
- Has a cost benefit analysis (i.e., materials) on road that far north been conducted? - Lac du Bonnet
- Justification for an all weather road should not be economic based only, i.e., Pine Falls Paper Company / Tembec interests. Is the East Side Planning Initiative a process to justify a road economically? - Berens River First Nation
- The road has to happen for the socio-economic benefit of Berens River First Nation. - Berens River First Nation
- At meeting with the Premier concern was expressed with timing. Berens River First Nation wants all weather road construction to be underway within the next 2 years. - Berens River First Nation
- An Environmental Impact Assessment for a road should be done now from Hollow Water First Nation to Berens River First Nation as a parallel process to the East Side Planning Initiative. Berens River First Nation would like assurance that there is a parallel process. - Berens River First Nation
- In a meeting with Ministers Honourable Ashton, Lathlin and Robinson, Chief Everett stated that people needing the road should be the reason for construction not a resource extraction

justification. The road should be built for the people using a 'remote access policy' as justification. - Berens River First Nation

- Frustration levels are growing and patience is running out. The federal and provincial governments are seen as 'passing the buck' with no firm commitments. A parallel process with Berens River development proceeding now is what is required. There have been studies since 1928 and still no road. - Berens River First Nation

- A development agreement is needed now so that three communities: Berens River, Hollow Water and Bloodvein First Nations can begin environmental studies and proceed with road construction sooner. - Berens River First Nation

- For road construction to proceed rock crushing facilities need to be upgraded. - Berens River First Nation

- Pilot project proposal handed out should be considered as an example to follow for the rest of the road. - Berens River First Nation

- Training needs to occur well in advance of construction starting. Concern that young people will be let down if expectations for employment are built up but not fulfilled. - Berens River First Nation

- Where is the East Side road going – what route has been chosen? - Berens River First Nation

- The road location to Oxford House requires further discussion and review with the community. They consider Thompson to be an important commercial and social centre for the community. A connecting route from Norway House to Molson Lake to Oxford House would allow this connection whereas a north-south road access to Manigotogan would not. - Oxford House

- The community has mixed feelings about an all-weather road. The elders are concerned with potential development associated with the road, while younger people view the road as an opportunity. - Gods River

- Many details concerning the proposed East Side all-weather road are not clear, i.e., construction standards. They believe that the road should be built to the same standards throughout the study area. - Gods River

- The rationale for road development should not be to only satisfy commercial industry needs. - Gods River

- The East Side Planning Initiative and the highway road project should be linked to avoid land use conflicts. - Gods River

- There is support for a road as it will provide ecotourism, forestry and fishery economic opportunities. - Northern Affairs Communities

- There is support to have road construction begin as early as possible. - Northern Affairs Communities

- With regard to the East Side Planning Initiative - Hollow Water agrees that an all weather road is important and will back Chief Everett from Berens River on this. - Hollow Water

- Support for all weather road – but local construction company should get work building and maintaining the road. - Hollow Water

Panel First Draft Recommendation 28

28. *East side broad area planning and highway planning for the upgrading and extension an all-weather road to the Bloodvein community occur simultaneously and the province be prepared to accept an Environment Act Licence application for this road extension and upgrade as the next step in the review and consideration of this highway proposal.*

What You Said About This Draft Recommendation

- There are clearly recommendations in which development is driving the planning, contrary to COSDI. The recommendations must be crystal clear that the various development intentions are subject to the planning recommendations, and not vice-versa. – D.Sullivan - December 11, 2001 – attachment - Woodward & Company

- There is little purpose in participating in a land use planning process if most of the land use decisions have already been made. Implementation of the above Draft Phase One recommendations will simply result in coordinated development planning, not ecologically sustainable land use planning…. Our Recommendations: The East Side Planning Initiative will ensure planning drives development, as opposed to development driving planning. – D.Sullivan, G.Whelan-Enns, S.Kidd – December 19, 2001

- I believe that to create an ecologically sustainable land use plan for eastern Manitoba, the following principles must guide the planning process. Planning drives development, as opposed to development driving planning. The Draft Phase One Report recommends that industrial developments such as road building and increases in logging be allowed to take place while the land use plan is being created. Development decisions such as these should come after the land use plan is put in place, not before. – G.T.Miller – January 4, 2002

- …CPAWS Manitoba recommends the principles discussed below be used to guide the planning process. Principle #1 – No development should occur before land-use planning is completed…the goal of what is to be achieved by the East Side Planning Initiative has not been determined. This mandates that all possible land-uses for the East Side be kept open…As it has not yet been determined what is the goal of the land-use plan, it is inappropriate and premature of the Phase One team to be making recommendations regarding land-use activities…Draft Phase One Report recommendation #'s 28-32, 36-37, 42-44, 45-46, and 48, should not be included in the final Phase One Report. – S.Kidd – January 15, 2002

- I believe that to create an ecologically sustainable land-use plan for eastern Manitoba, the following principles must guide the planning process. No development should occur before land-use planing is completed. The proposed process would allow industrial developments such as road building and increases in logging to take place *while the land-use plan is being created.* Development decisions should come *after* the land-use plan is in place, not before. - Petition

FINAL RECOMMENDATION

Draft recommendation 28 and 30 have been combined. Planning for the highway to the Bloodvein community will occur under the umbrella of the east side planning process. This recommendation has been re-numbered 12.

12. The east side round table provide advice on the proposed transportation assessment work plan of Manitoba Transportation and Government Services which will include the planning, consultation, upgrading and construction of the road to the Bloodvein community.

Panel First Draft Recommendation 29

29. Manitoba Transportation and Government Services co-ordinate their communication and public consultation activities with those of the east side round table.

What You Said About This Draft Recommendation

- …CPAWS Manitoba recommends the principles discussed below be used to guide the planning process. Principle #1 – No development should occur before land-use planning is completed…the goal of what is to be achieved by the East Side Planning Initiative has not been determined. This mandates that all possible land-uses for the East Side be kept open…As it has not yet been determined what is the goal of the land-use plan, it is inappropriate and premature of the Phase One team to be making recommendations regarding land-use activities…Draft Phase One Report recommendation #'s 28-32, 36-37, 42-44, 45-46, and 48, should not be included in the final Phase One Report. – S.Kidd – January 15, 2002

- I believe that to create an ecologically sustainable land-use plan for eastern Manitoba, the following principles must guide the planning process. No development should occur before land-use planing is completed. The proposed process would allow industrial developments such as road building and increases in logging to take place *while the land-use plan is being created.* Development decisions should come *after* the land-use plan is in place, not before. - Petition

FINAL RECOMMENDATION

Draft recommendation 29 has been reworded and combined with draft recommendations 31 and 32. The recommendation has also been re-numbered 11.

11. The east side round table provide advice and input on the options (e.g., north-south versus east-west route alternatives) in the east side transportation network study to be conducted by Manitoba Transportation and Government Services. Manitoba Transportation and Government Services work with the east side planning secretariat and directly with the east side round table to ensure the effective and efficient co-ordination of planning and communication activities in the planning area.

Panel First Draft Recommendation 30

30. As soon as possible, the east side round table provide advice on the proposed transportation assessment work plan of Manitoba Transportation and Government Services which will include the planning, consultation, upgrading and construction of the road to the Bloodvein community.

What You Said About This Draft Recommendation

- ...CPAWS Manitoba recommends the principles discussed below be used to guide the planning process. Principle #1 – No development should occur before land-use planning is completed...the goal of what is to be achieved by the East Side Planning Initiative has not been determined. This mandates that all possible land-uses for the East Side be kept open...As it has not yet been determined what is the goal of the land-use plan, it is inappropriate and premature of the Phase One team to be making recommendations regarding land-use activities...Draft Phase One Report recommendation #'s 28-32, 36-37, 42-44, 45-46, and 48, should not be included in the final Phase One Report. - S.Kidd – January 15, 2002

- I believe that to create an ecologically sustainable land-use plan for eastern Manitoba, the following principles must guide the planning process. No development should occur before land-use planing is completed. The proposed process would allow industrial developments such as road building and increases in logging to take place *while the land-use plan is being created.* Development decisions should come *after* the land-use plan is in place, not before. - Petition

FINAL RECOMMENDATION

Draft recommendation 30 has been combined with draft recommendation 28 and it has been re-numbered 12.

See Final Recommendation 12 (draft recommendation 28).

Panel First Draft Recommendation 31

31. The east side round table provide advice and input on the options in the east side transportation network study to be conducted by Manitoba Transportation and Government Services.

What You Said About This Draft Recommendation

- I can understand the reasons for not wanting the area to be larger than it is, but that makes it all the more imperative that the planning process consider relations of the area to what lies outside. In particular, deliberations on transportation access should not be biased towards a north/south route for the northernmost communities rather than connections to Thompson. Both alternatives need full consideration. There will be other cross-boundary considerations to take into account, such as watershed links to Lake Winnipeg downstream and Ontario upstream. The draft recommendations do not mention the need for cross-boundary considerations. – D.Lauvstad – January 14, 2002

- …CPAWS Manitoba recommends the principles discussed below be used to guide the planning process. Principle #1 – No development should occur before land-use planning is completed…the goal of what is to be achieved by the East Side Planning Initiative has not been determined. This mandates that all possible land-uses for the East Side be kept open…As it has not yet been determined what is the goal of the land-use plan, it is inappropriate and premature of the Phase One team to be making recommendations regarding land-use activities…Draft Phase One Report recommendation #'s 28-32, 36-37, 42-44, 45-46, and 48, should not be included in the final Phase One Report. – S.Kidd – January 15, 2002

- I believe that to create an ecologically sustainable land-use plan for eastern Manitoba, the following principles must guide the planning process. No development should occur before land-use planing is completed. The proposed process would allow industrial developments such as road building and increases in logging to take place *while the land-use plan is being created.* Development decisions should come *after* the land-use plan is in place, not before. - Petition

FINAL RECOMMENDATION

Draft recommendation 31 has been combined with draft recommendations 29 and 32 and re-numbered 11.

See Final Recommendation 11 (draft recommendation 29).

Panel First Draft Recommendation 32

32. Manitoba Transportation and Government Services work with the east side planning secretariat to ensure the effective and efficient co-ordination of planning and communication activities in the planning area.

What You Said About This Draft Recommendation

- …CPAWS Manitoba recommends the principles discussed below be used to guide the planning process. Principle #1 – No development should occur before land-use planning is completed…the goal of what is to be achieved by the East Side Planning Initiative has not been determined. This mandates that all possible land-uses for the East Side be kept open…As it has not yet been determined what is the goal of the land-use plan, it is inappropriate and premature of the Phase One team to be making recommendations regarding land-use activities…Draft Phase One Report recommendation #'s 28-32, 36-37, 42-44, 45-46, and 48, should not be included in the final Phase One Report. – S.Kidd – January 15, 2002

- I believe that to create an ecologically sustainable land-use plan for eastern Manitoba, the following principles must guide the planning process. No development should occur before land-use planing is completed. The proposed process would allow industrial developments such as road building and increases in logging to take place *while the land-use plan is being created.* Development decisions should come *after* the land-use plan is in place, not before. - Petition

FINAL RECOMMENDATION

Draft recommendation 32 has been combined with draft recommendations 29 and 31 and re-numbered 11.

See Final Recommendation 11 (draft recommendation 29).

B. Protected Areas:

- Opposed to the designation of Hudwin Lake as a Protected Area. Note: Parks has recently removed the Protected Area designation for Hudwin Lake and the area is now considered an Area of Special Interest. - Island Lake

- The Poplar River Protected Area is very important to the band's future. Ecotourism projects will provide sustainable long term jobs for locals. The band supports having the Protected Area become officially designated. - Poplar River

- Consideration should be given to having the Protected Areas program reflect traditional and cultural features identified by bands like Little Grand Rapids and Puangassi. - Poplar River

- Do Protected Areas allow continued access by people? - Lac du Bonnet

- Concern expressed that the Poplar River Park Reserve boundaries seen on present land use map still overlaps with Berens River traplines 4 and 5 even though Poplar River has asked Parks and Natural Areas Branch for this area to be changed. - Berens River First Nation

- Clarification is needed on what a protected area is and notification should be given when new ones in the region are designated. - Berens River First Nation

- When was protected areas established and where? - Gaa-Bi-Mooka-Ang

Panel First Draft Recommendation 33

33. The east side round table provide advice on protected areas within the planning area, consistent with the program parameters.

What You Said About This Draft Recommendation

- Given the potentially significant implications of protected area designations for regional land use and development policy (including infrastructure requirements), we are surprised that there would not be a parallel provision that such designations not be significantly expanded or formalized until the regional planning process is further advanced. Recommendation 33 seems to contemplate that the protected area program will proceed independently of the regional planning process, subject only to advice from the Round Table. – Manitoba Hydro – December 12, 2001

- New protected areas must clearly define what is being protected, and what the risks are as well (ecological, economic and social). Recommendation: Identification of new protected areas should be science-based and strive to achieve adequate representation of enduring features. – B.Snell – December 20, 2001

- …there is a lack of reference to Manitoba's *Action Plan for a Network of Protected Areas* in this document. Overall, various public commitments and existing public policy are not referenced…. we note that protected areas references are inadequate. – G.Whelan-Enns – December 31, 2001

FINAL RECOMMENDATION

Draft recommendation 33 has been clarified to be consistent with Manitoba's commitment to the network of protected areas program as per established processes. The recommendation has been re-numbered 6.

6. Commitment to protected areas should be honoured through the established processes.

C. Treaty and Aboriginal Rights:

- Traditional lands belong to First Nations people for exclusive uses. - Island Lake

- How does the East Side planning initiative relate to the Treaty Land Entitlement process? - God's Lake

- Why is not Treaty 5 recognized in the planning initiative? - Gaa-Bi-Mooka-Ang

- Will there be respect for peoples ties to the land? Does Hollow Water have to make land claim for the whole area to ensure this? People lived off the land before the road to Pine Falls went through and should still have the right to do so. - Hollow Water

- Treaty rights have the authority of law. There are millions of dollars at stake and Hollow Water wants fair share. - Hollow Water

Panel First Draft Recommendation 34

34. *The east side plan recognize, affirm and be in compliance with treaty obligations and Aboriginal rights.*

What You Said About This Draft Recommendation

- There should be more focus on Treaty and Aboriginal Land Rights. – Chief Vera Mitchell – December 19, 2001

FINAL RECOMMENDATION

Draft recommendation 34 has been clarified with respect to the recommendations of the *COSDI Report* concerning consultations with First Nations and Aboriginal peoples and re-numbered 2.

2. ***The east side plan recognize, affirm and be in compliance with treaty obligations and Aboriginal rights and be consistent with the consultation / protocol guideline recommendations of the COSDI Report respecting First Nation and Aboriginal peoples.***

D. Forest Resources:

- Concerns with the amount of land allocated for exclusive use by forest company. - Island Lake
- Require more information about potential forestry…interests before land use decisions are made. - God's Lake
- There should be no expansion of Temblec's Forest Management Licence until the East Side planning process is completed. - God's Lake
- The band does not want to have their traditional area allocated to Tembec for an expanded forest management Licence (FML). They inquired if the province is putting future FML expansion on hold until the East Side plan is completed. - Poplar River
- Concerns that the new government is ignoring the existing Memorandum of Understanding. The need for a new sawmill and the some 130 jobs associated with it. Berens River is willing to cooperate but firm commitments to proceeding with development are required. - Berens River First Nation

- Provincial government has used wood volumes as an excuse to not get things done. Timber volumes have to be tied to expansion. Spoke with Director of Forestry Branch, Gord Jones, re: the Memorandum of Understanding specifying Berens River wood volumes and road development agreement, such clauses in the Memorandum of Understanding are very important to Berens River First Nation. - Berens River First Nation

- Discussion on volumes required for start up of saw mill operation, hope that by next summer the sawmill will be starting up with monies from Federal Indian and Northern Affairs and that it will be running by next fall. - Berens River First Nation

- Existing reforestation knowledge and skill based in Berens River should be sought and utilized by those interested in pursuing forestry in the area. - Berens River First Nation

- Can this initiative include things such as forestry inventory for the joint venture? - Gaa-Bi-Mooka-Ang

- The Oxford House band wants to know which company has timber rights to their area and if an Forest Management Licence expansion by Pine Falls Paper Company will involve their traditional area. - Oxford House

- The community expressed a desire to have a larger role in future forest management decisions made within their traditional area. They felt that economic benefits to the community should be part of allowing a timber company to harvest timber in their area. - Oxford House

- Concern expressed with the monopoly given to forest companies as these companies do not represent the needs of the communities. Locals are not involved and have no way of monitoring activities. - Northern Affairs Communities

- Concerns with how existing short term activities, such as cutting, will impact longer term objectives such as ecotourism. - Northern Affairs Communities
- Concerns with Pine Falls Paper Company's (PFPC) existing cutting rights. The company is running three shifts and by the time the East Side Planning Initiative is completed their traditional area may already be fully harvested. Can the harvest be stopped now? - Hollow Water

- Pine Falls Paper Company had promised local contractors employment and this is not happening to the degree promised. A meeting with Minister Lathlin to discuss this lack of employment is required. - Hollow Water

- Hollow Water First Nation has their own sawmill employing people. Can build own homes but will there be enough saw logs left in area to do this? - Hollow Water

- Pine Falls Paper Company is giving mechanized large loggers an unfair advantage. They can afford the shut down periods in the summer when Pine Falls Paper Company is no longer buying some woods, i.e., spruce. Small contractors still have to make payments on equipment and cover fuel costs but can't do so during such periods. Local loggers rights have to be considered. Any expansion has to include more local contractors. Can the existing contract with Pine Falls Paper Company be broken? - Hollow Water

- In cutting areas the mechanized / large contractors take out all the large trees and leave the leftovers for the local contractors. - Hollow Water

- Grand Chief Coon Come says First Nation's control our natural resources. How come the big companies are controlling them? Hollow Water might have to blockade the road and stop access to their resources to slow down Pine Falls Paper Company. - Hollow Water

- Individual logger concerned with Pine Falls Paper Company scaling system. Feels that company is shorting on number of cords. Difficult enough to make a living. Also concern that only about 15% of area known as Beaver Creek is logged by Hollow Water; should be more. Archeologists have examined some areas: burial grounds, pictographs and rock formations found there. Logging needs to be stopped now. - Hollow Water

- There was a proposal put forward by area Chiefs in the past that proposed First Nation's doing all the harvesting; province getting stumpage fees and the company processing the wood. A copy had been sent to Minister Lathlin and Minister Robinson. - Hollow Water

- With Pine Falls Paper Company not fulfilling their promises and ignoring Hollow Water interests; demonstrations may be inevitable. - Hollow Water

- Hollow Water would like to become more mechanized contractors; get the machinery to compete with larger contractors. Look at forming a corporation like Moose Lake Loggers have done. New equipment would also allow participation on building the road. - Hollow Water

- Pine Falls Paper Company only three years into a ten-year plan. Hollow Water needs to make some money before all the wood is gone. - Hollow Water

- Can Poplar trees be better utilized; possibility with Palister furniture and small company in the U.S. Minister said to talk with Pine Falls Paper Company about accessing poplar. Why should Hollow Water not have right to cut our own logs? Saw mill needed for job creation. Present situation not good for local people only the province and Pine Falls Paper Company. - Hollow Water

Panel First Draft Recommendation 35

35. *The east side round table provide advice on the need, acceptability and sustainability of an expansion of forest harvesting in the planning area.*

What You Said About This Draft Recommendation

- The boundaries of new FMLs (for FNLP and Tembec) need to be identified during the land use planning process, to facilitate submission of a long-term forest management plan after the planning process is complete. Recommendations: The boundary of new FMLs (Tembec, FNLP) must be identified during the land use planning process. – Bill Snell – December 20, 2001

FINAL RECOMMENDATION

Draft recommendation 35 has been amended to reflect and be consistent with Manitoba Conservation's announced "Priorities for Sustaining Manitoba's Forests". It has also been re-numbered as 9.

9. ***The east side round table provide advice on protecting the values of the boreal forest, its sustainability, and sustainable use including, but not limited to:***

- ***maintaining biological diversity and ecological functions;***
- ***role in carbon storage;***
- ***non-timber forest products;***
- ***ecotourism; and***
- ***sustainable forest harvesting activities.***

Panel First Draft Recommendation 36

36. The province permit forest allocations up to the annual allowable cut, as determined by Manitoba Conservation within Forest Management License # 1.

What You Said About This Draft Recommendation

- There are clearly recommendations in which development is driving the planning, contrary to COSDI. The recommendations must be crystal clear that the various development intentions are subject to the planning recommendations, and not vice-versa. – D.Sullivan - December 11, 2001 – attachment - Woodward & Company

- There is little purpose in participating in a land use planning process if most of the land use decisions have already been made. Implementation of the above Draft Phase One recommendations will simply result in coordinated development planning, not ecologically sustainable land use planning.... Our Recommendations: The East Side Planning Initiative will ensure planning drives development, as opposed to development driving planning. – D.Sullivan, G.Whelan-Enns, S.Kidd – December 19, 2001

- ...the initiative should not be development driven... – Chief Vera Mitchell – December 19, 2001

- The proposed geographic scope includes current land tenure agreements, including the Tembec FML 01. This is not a future or proposed area. Recommendation: The province must ensure that current levels of allocations are respected. – Bill Snell – December 20, 2001

- I believe that to create an ecologically sustainable land use plan for eastern Manitoba, the following principles must guide the planning process. Planning drives development, as opposed to development driving planning. The Draft Phase One Report recommends that industrial developments such as road building and increases in logging be allowed to take place while the land use plan is being created. Development decisions such as these should come after the land use plan is put in place, not before. – G.T.Miller – January 4, 2002

- …CPAWS Manitoba recommends the principles discussed below be used to guide the planning process. Principle #1 – No development should occur before land-use planning is completed…the goal of what is to be achieved by the East Side Planning Initiative has not been determined. This mandates that all possible land-uses for the East Side be kept open…As it has not yet been determined what is the goal of the land-use plan, it is inappropriate and premature of the Phase One team to be making recommendations regarding land-use activities…Draft Phase One Report recommendation #'s 28-32, 36-37, 42-44, 45-46, and 48, should not be included in the final Phase One Report. – S.Kidd – January 15, 2002

- I believe that to create an ecologically sustainable land-use plan for eastern Manitoba, the following principles must guide the planning process. No development should occur before land-use planing is completed. The proposed process would allow industrial developments such as road building and increases in logging to take place *while the land-use plan is being created.* Development decisions should come *after* the land-use plan is in place, not before. - Petition

FINAL RECOMMENDATION

Draft recommendation 36 has been combined with draft recommendation 37. This recommendation recognizes that forest harvesting is an existing land use activity within the planning area that needs to be accommodated, while not permitting any major new timber allocations until completion of the plan. The recommendation has been re-numbered as 10.

10. The province not permit any major new timber allocation beyond the annual allowable cut, as determined by Manitoba Conservation within Forest Management License # 1 and historical allocation levels in Integrated Wood Supply Area # 1, subject to annual public review and pending completion of the broad area plan.

Panel First Draft Recommendation 37

37. The province not allocate timber north of Integrated Wood Supply Area # 1 beyond historical levels pending completion of the east side plan.

What You Said About This Draft Recommendation

- There are clearly recommendations in which development is driving the planning, contrary to COSDI. The recommendations must be crystal clear that the various development intentions are subject to the planning recommendations, and not vice-versa. – D.Sullivan - December 11, 2001 – attachment - Woodward & Company

- There is little purpose in participating in a land use planning process if most of the land use decisions have already been made. Implementation of the above Draft Phase One recommendations will simply result in coordinated development planning, not ecologically sustainable land use planning…. Our Recommendations: The East Side Planning Initiative will ensure planning drives development, as opposed to development driving planning. – D.Sullivan, G.Whelan-Enns, S.Kidd – December 19, 2001
- … the initiative should not be development driven…– Chief Vera Mitchell – December 19, 2001

- The proposed geographic scope includes current land tenure agreements, including the Tembec FML 01. This is not a future or proposed area. Recommendation: The province must ensure that current levels of allocations are respected. – B.Snell – December 20, 2001

- The report recommends that timber not be allocated beyond historical levels of harvesting north of the IWSA east during the land use planning process. What about in the IWSA east? We suspect this is a typographical error in the report. Recommendations: Historical levels of harvesting must be accommodated for within the IWSA East. – B.Snell – December 20, 2001

- I believe that to create an ecologically sustainable land use plan for eastern Manitoba, the following principles must guide the planning process. Planning drives development, as opposed to development driving planning. The Draft Phase One Report recommends that industrial developments such as road building and increases in logging be allowed to take place while the land use plan is being created. Development decisions such as these should come after the land use plan is put in place, not before. – G.T.Miller – January 4, 2002

- …CPAWS Manitoba recommends the principles discussed below be used to guide the planning process. Principle #1 – No development should occur before land-use planning is completed…the goal of what is to be achieved by the East Side Planning Initiative has not been determined. This mandates that all possible land-uses for the East Side be kept open…As it has not yet been determined what is the goal of the land-use plan, it is inappropriate and premature of the Phase One team to be making recommendations regarding land-use activities…Draft Phase One Report recommendation #'s 28-32, 36-37, 42-44, 45-46, and 48, should not be included in the final Phase One Report. – S.Kidd – January 15, 2002

- I believe that to create an ecologically sustainable land-use plan for eastern Manitoba, the following principles must guide the planning process. No development should occur before land-use planing is completed. The proposed process would allow industrial developments such as road building and increases in logging to take place *while the land-use plan is being created.* Development decisions should come *after* the land-use plan is in place, not before. - Petition

FINAL RECOMMENDATION

Draft recommendation 37 has been combined with draft recommendation 36 as recommendation 10.

See Final Recommendation 10 (draft recommendation 36).

E. Consultations on Land and Resource Allocations:

- **How will First Nations be consulted with before anymore land is allocated? - Island Lake**

- **What about circulating the community issues identified by all communities to stakeholders. - Gaa-Bi-Mooka-Ang**

- What will be examined in the planning initiatives: all dispositions; all resources? - Gaa-Bi-Mooka-Ang

- Resource allocations and how decisions are made are important. Delgamuk - Marshall court cases. - Gaa-Bi-Mooka-Ang

- This process should not be used to satisfy consultations / consent contemplated by Delgamuk on resource / land allocations, i.e., Bi-pole, all weather road. - Gaa-Bi-Mooka-Ang

- Land dispositions as a speculation for profit by outside interests. - Gaa-Bi-Mooka-Ang

- Look at the news release and what their understanding is on resource allocation issue. - Gaa-Bi-Mooka-Ang

- The community wants consultation to occur before any new resource allocations are considered in the area. - Gods River

- Consultation should occur after base line information has been provided to the communities, i.e., maps, resource data, etc. This will allow the communities to make informed comments. - Northern Affairs Communities

Panel First Draft Recommendation 38

38. The east side round table provide advice on mechanisms for ensuring meaningful local public and community consultations in future land and resource allocations.

What You Said About This Draft Recommendation

- That all of the recommendations contained in Section 7 entitled "Aboriginal Interface" of the COSDI Report – in which the Draft Phase 1 Report professes to be based on – be implemented and incorporated into any final Phase 1 Report. – D.Sullivan - December 11, 2001

- Given the historical significance of the process, and the law which has developed on consultation with First Nations, the province of Manitoba must set up a direct consultation process with First Nations on the East Side. The Planning Initiative must be more directly linked to First Nation communities than is currently recommended under the draft Phase 1 report.. – D.Sullivan - December 11, 2001 – attachment - Woodward & Company

- The East Side Planning Process must adopt the mechanisms for consultation between the provincial government and Aboriginal peoples directed by the COSDI report. The government of Manitoba must immediately put these in place for these and other consultations. – D.Sullivan - December 11, 2001 – attachment - Woodward & Company

- Our Recommendations:
  - All recommendations in Part 7 of the COSDI Report must be recognized, affirmed and implemented throughout the entire planning process.
  - The Province will release its First Nation consultation guidelines, and provide a legal opinion outlining how the recommended planning process conforms to the Crown's

existing obligation to conduct meaningful First Nation consultations. - D.Sullivan, G.Whelan-Enns, S.Kidd - December 19, 2001

- I believe that to create an ecologically sustainable land use plan for eastern Manitoba, the following principles must guide the planning process. That meaningful consultation takes place with the Aboriginal communities located in the planning area during the creation of the land use plan. There is little point in developing a land use plan for eastern Manitoba that is not acceptable to many of the area's inhabitants. - G.T.Miller - January 4, 2002

- ...CPAWS Manitoba recommends the principles discussed below be used to guide the planning process. Principle #4 – Meaningful consultation must take place with the Aboriginal communities in the region during the creation of the land-use plan ... the Draft Phase One Report recommends that the Round Table, and not the government, consult with the aboriginal communities. Legal case law suggests that the Province of Manitoba consult directly with the different East Side communities and not through an intermediary. - S.Kidd - January 15, 2002

- I believe that to create an ecologically sustainable land-use plan for eastern Manitoba, the following principles must guide the planning process...Meaningful consultation must take place with the Aboriginal communities in the region during the creation of the land-use plan. There is little point in developing a land-use plan for eastern Manitoba if it does not take into account the ideas and concerns of those who live in the region. - Petition

FINAL RECOMMENDATION

Draft recommendation 38 has been clarified with respect to the recommendations of the *COSDI Report* concerning consultations with First Nations and Aboriginal peoples and re-numbered 7.

7. ***The east side round table provide advice on mechanisms for ensuring meaningful First Nation, Aboriginal, local public and community consultations in future land and resource allocations, consistent with the consultation / protocol guideline recommendations of the COSDI Report.***

F. Aboriginal and Community Development:

Recommendations from submissions received:

- Berens River First Nation: Parallel Process of Development and Land Use Study:

The Parallel Process will apply to a 20-mile radius around the community of Berens River to allow forestry development to continue in terms of short and long range sawmill development plans at Berens River.

The remainder of the Berens River traditional lands would be allowed for the Land Use Study without compromising the timber volumes needed to calculate the viable startup operation of the Berens River sawmill in the short term. In other words, not all timber volumes would be frozen on the Berens River traditional lands during the study, mainly for long range calculation purposes, etc. The Parallel Process should also apply to a 20-mile radius around the community of Bloodvein to allow continued forestry development and sort and long range strategic planning and development. It is suggested that the remainder of Bloodvein traditional lands would be recommended for the Land Use Study.

The Parallel Process should also apply to a 20-mile radius around the community of Hollow Water to allow continued forestry development and short and long range strategic planning and development. It is suggested that the remainder of the Hollow Water traditional lands would be recommended for the Land Use Study.

The Parallel Process will apply to the all-weather road right-of-way / corridor between Berens River, Bloodvein and Hollow Water to allow for a Phase I Development Initiative while the Land Use Study is carried out and completed. Under Phase I, the Environmental Impact Assessment would be completed within two years and construction of an all-weather road to Berens River would begin.

- Berens River First Nation: Phase I Development Agreement Requested:

The Berens River First Nation requests that a Phase I Development Agreement be in place before the Land Use Study takes place in order to give respectful recognition and meaningful commitments to the parallel process. The parties to the agreement would be the Province of Manitoba, the Federal Government, Pine Falls Paper Company and Hollow Water, Bloodvein and Berens River First Nations. To date, the Berens River First Nation has been involved in a four-year process of negotiations regarding all-weather road development and sustainable forest industry development for the region and this process must be respected and accommodated and not set aside. An all-weather road to Berens River has been studied since 1928. The Berens River First Nation is willing to respect and accommodate the need for the Land Use Study as long as there is due respect for limited parallel development as recommended by this paper. - Berens River First Nation

- Create special community planning initiatives for each remote community to link local planning with the wide-area planning. One model appears in the attached proposal created by my colleague Dr. Judith Harris in January 2000, "Research and Learning Workshops for Community Planning." Whether this or another model is followed, there needs to be a more extended process than a visit or two by the Round Table. - Peter Miller

Comments from notes of meetings held:

- How will the province assist First Nations to become involved with resource development projects? - Island Lake
- Band wants to have a zone of community influence corresponding to the traditional trapping areas where they would have jurisdiction over resource allocations. - God's Lake
- The community needs to look towards the future and consider how they want to see the natural resources allocated and the type of development that is acceptable. - Poplar River
- The existing boundary follows the community trapline boundaries and currently meets the community's needs. - Poplar River

- The bands are caretakers of the land and should be able to manage the resources such as traplines without government involvement. Local communities should have the first right to determine what type of resource allocations can occur within their traditional areas. - Poplar River

- Poplar River is in the process of securing funding for the preparation of a Land Management Study. Their long range goal is to have the local people to manage the land. - Poplar River

- Will access to resources be community driven? Do the resources belong to all the people or a select few, i.e., Pine Falls Paper Company or mining interests? There is disappointment in level of local government involvement. Local government listed last in Round Table composition list. Feel slighted if this meeting supposed to represent having been consulted. - Lac du Bonnet

- First Nation needs should be met first. - Gaa-Bi-Mooka-Ang

- There is a need for each community to develop a community based plan addressing social, economic and land use issues. - Northern Affairs Communities

- We see this as a parallel process to our development plans. Looking for some explicit statement from government on this issue. We are prepared to compromise. - Gaa-Bi-Mooka-Ang

- Chief White Bird meeting with Doer on the dual process idea. - Gaa-Bi-Mooka-Ang

Panel First Draft Recommendation 39

39. *The east side round table review the status of community planning in the planning area and provide advice on ways and means to meet the needs for community plans.*

What You Said About This Draft Recommendation

No suggestions received.

FINAL RECOMMENDATION

Draft recommendation 39 has been re-numbered as 3.

3. ***The east side round table review the status of community planning in the planning area and provide advice on ways and means to meet the needs for community plans.***

Panel First Draft Recommendation 40

40. The east side round table provide advice on the relationship that should be established between the broad area plan and local community plans.

What You Said About This Draft Recommendation

No suggestions received.

FINAL RECOMMENDATION

Draft recommendation has been amended to ensure community plans are also integrated into the broad area plan for the east side. The recommendation has been re-numbered 4.

4. The east side round table provide advice on the relationship that should be established between the broad area plan and local community plans and how they may be integrated into the large area plan for the east side of Lake Winnipeg.

G. Hydro Issues:

- Environmental impacts need to be assessed before a… hydro line can be approved. - Island Lake
- More information is required concerning the proposed… hydro line corridors. - God's Lake
- Will the road go ahead no matter the results of the East Side Planning Initiative? Some First Nation favour going ahead others do not. Will there be doubling up, i.e., hydro and road corridor? Mineral potential greater in Northern section. - Lac du Bonnet
- There are feelings that the East Side Planning Initiative is tied to Hydro development, that Hydro is 'driving this' as they need to come down the East Side of Lake Winnipeg with a power line. Meetings 10 years ago on Conawapa hydro project, Hydro was only interested in power line down the East Side - not a road. - Berens River First Nation
- Berens River First Nation people want jobs when the Hydro line and road are built. Jobs and economic benefits are important and advance notice is needed to prepare for when this work comes. - Berens River First Nation
- Hydro is going to have difficulties with the First Nations. They promised to eliminate the need for generators and bring low price power but have failed to do so. Also they have not made provisions for needed commercial use power for sawmill operations and plan on taking the line straight through. - Berens River First Nation
- Work with Hydro right now is going well. - Hollow Water

Panel First Draft Recommendation 41

41. The province direct Manitoba Hydro to not submit a Bipole III Environmental Impact Statement for licensing a transmission line route through the planning area until January 2003. Prelicensing activities will continue as per normal process.

What You Said About This Draft Recommendation

- There are clearly recommendations in which development is driving the planning, contrary to COSDI. The recommendations must be crystal clear that the various development intentions are subject to the planning recommendations, and not vice-versa. – D.Sullivan - December 11, 2001 – attachment - Woodward & Company

- Recommendation 41 provides that Manitoba Hydro would not submit a Bipole III Environmental Impact Statement for licensing until January 2003. Recommendation 21 provides that the BAPI Plan would be forwarded to the Minister within two years (presumably from the date of provincial approval of the recommendations and appointment of the Round Table). The January 2003 time frame is consistent with our current schedule requirements. To the extent that the BAPI Plan would not be complete by that time, there would presumably have been sufficient progress as to enable consideration of an environmental licensing submission at that time. – Manitoba Hydro – December 12, 2001

- There is little purpose in participating in a land use planning process if most of the land use decisions have already been made. Implementation of the above Draft Phase One recommendations will simply result in coordinated development planning, not ecologically sustainable land use planning.... Our Recommendations: The East Side Planning Initiative will ensure planning drives development, as opposed to development driving planning. – D.Sullivan, G.Whelan-Enns, S.Kidd – December 19, 2001

- ... the initiative should not be development driven... – Chief Vera Mitchell – December 19, 2001

- Hydro is to be directed not to submit a Bipole III EIS for a route through the region until January 2003. This is less than half way through the already too short process and is way too soon. They should be instructed not to submit their application until after the process is complete, in parallel with the instruction for forest operations not too increase beyond historic levels until the process is over. Another troubling aspect of this recommendation is that there is no recorded submission that supports it. This suggests invisible inputs into the committee, and that is what undermines a public participation process. The notes record only that Hydro was briefed, but provide no record of requests from Hydro, nor from the Province regarding Hydro. It is crucial for inputs from both Hydro and the Province to be transparent in the process.– D.Lauvstad – January 14, 2002

- I believe that to create an ecologically sustainable land use plan for eastern Manitoba, the following principles must guide the planning process. Planning drives development, as opposed to development driving planning. The Draft Phase One Report recommends that industrial developments such as road building and increases in logging be allowed to take place while the land use plan is being created. Development decisions such as these should come after the land use plan is put in place, not before. – G.T.Miller – January 4, 2002

- I believe that to create an ecologically sustainable land-use plan for eastern Manitoba, the following principles must guide the planning process. No development should occur before land-use planing is completed. The proposed process would allow industrial developments such as road building and increases in logging to take place *while the land-use plan is being created.* Development decisions should come *after* the land-use plan is in place, not before. - Petition

FINAL RECOMMENDATION

Draft recommendation 41 has been combined with draft recommendations 42, 43 and 44. There has also been some minor editorial changes to the combined recommendations and it has been re-numbered as 14.

14. As part of the planning process, Manitoba Hydro co-ordinate any future transmission line communications and public consultation activities with the east side round table. The east side round table provide regional guidance relative to Manitoba Hydro in regards future electrical transmission facilities within the planning area. Manitoba Hydro work with the east side planning secretariat and directly with the east side round table to ensure the effective and efficient co-ordination of planning and communication activities in the planning area.

Panel First Draft Recommendation 42

42. The east side round table provide regional guidance relative to Manitoba Hydro in regards future electrical transmission facilities within the planning area.

What You Said About This Draft Recommendation

- …CPAWS Manitoba recommends the principles discussed below be used to guide the planning process. Principle #1 – No development should occur before land-use planning is completed…the goal of what is to be achieved by the East Side Planning Initiative has not been determined. This mandates that all possible land-uses for the East Side be kept open…As it has not yet been determined what is the goal of the land-use plan, it is inappropriate and premature of the Phase One team to be making recommendations regarding land-use activities…Draft Phase One Report recommendation #'s 28-32, 36-37, 42-44, 45-46, and 48, should not be included in the final Phase One Report. – S.Kidd – January 15, 2002

- I believe that to create an ecologically sustainable land-use plan for eastern Manitoba, the following principles must guide the planning process. No development should occur before land-use planing is completed. The proposed process would allow industrial developments such as road building and increases in logging to take place *while the land-use plan is being created.* Development decisions should come *after* the land-use plan is in place, not before. - Petition

FINAL RECOMMENDATION

Draft recommendation 42 has been combined with draft recommendations 41, 43 and 44 as new recommendation 14.

See Final Recommendation 14 (draft recommendation 41).

Panel First Draft Recommendation 43

43. *Manitoba Hydro co-ordinate their future transmission line communications and public consultation activities with the east side round table.*

What You Said About This Draft Recommendation

- …CPAWS Manitoba recommends the principles discussed below be used to guide the planning process. Principle #1 – No development should occur before land-use planning is completed…the goal of what is to be achieved by the East Side Planning Initiative has not been determined. This mandates that all possible land-uses for the East Side be kept open…As it has not yet been determined what is the goal of the land-use plan, it is inappropriate and premature of the Phase One team to be making recommendations regarding land-use activities…Draft Phase One Report recommendation #'s 28-32, 36-37, 42-44, 45-46, and 48, should not be included in the final Phase One Report. – S.Kidd – January 15, 2002

- I believe that to create an ecologically sustainable land-use plan for eastern Manitoba, the following principles must guide the planning process. No development should occur before land-use planing is completed. The proposed process would allow industrial developments such as road building and increases in logging to take place *while the land-use plan is being created.* Development decisions should come *after* the land-use plan is in place, not before. - Petition

FINAL RECOMMENDATION

Draft recommendation 43 has been combined with draft recommendations 41, 42 and 44 as new recommendation 14.

See Final Recommendation 14 (draft recommendation 41).

Panel First Draft Recommendation 44

44. *Manitoba Hydro work with the east side planning secretariat to ensure the effective and efficient co-ordination of planning and communication activities in the planning area.*

What You Said About This Draft Recommendation

- …CPAWS Manitoba recommends the principles discussed below be used to guide the planning process. Principle #1 – No development should occur before land-use planning is completed…the goal of what is to be achieved by the East Side Planning Initiative has not been determined. This mandates that all possible land-uses for the East Side be kept open…As it has not yet been determined what is the goal of the land-use plan, it is inappropriate and premature of the Phase One team to be making recommendations regarding land-use activities…Draft Phase One Report recommendation #'s 28-32, 36-37, 42-44, 45-46, and 48, should not be included in the final Phase One Report. – S.Kidd – January 15, 2002
- I believe that to create an ecologically sustainable land-use plan for eastern Manitoba, the following principles must guide the planning process. No development should occur before land-use planing is completed. The proposed process would allow industrial developments such as road building and increases in logging to take place *while the land-use plan is being created.* Development decisions should come *after* the land-use plan is in place, not before. - Petition

FINAL RECOMMENDATION

Draft recommendation 44 has been combined with draft recommendations 41, 42 and 43 as new recommendation 14.

See Final Recommendation 14 (draft recommendation 41).

H. Existing Land Uses and New Development Proposals:

- There is a need for a formal moratorium on all future developments, i.e., Class 2 and 3, as defined in *The Environment Act*. - Environmental and Recreational Organizations
- The starting point for the study should be that no development will occur on the East Side at this time. - Environmental and Recreational Organizations
- The band does not want to have their traditional area allocated to Tembec for an expanded forest management Licence (FML). They inquired if the province is putting future FML expansion on hold until the East Side plan is completed. - Poplar River
- There should be no expansion of Temblec's Forest Management Licence until the East Side planning process is completed. - God's Lake
- Concern that statement by the Premier regarding a freeze on development on the East Side will delay the start of business plans. - Berens River First Nation
- To what level can development occur during the planning process. - Gaa-Bi-Mooka-Ang
- How will development be accommodated while this process occurs and how will other studies impact this group and its plans for investments. - Gaa-Bi-Mooka-Ang

Panel First Draft Recommendation 45

45. Crown land and resource development and allocation requests which have a minor land use or environmental effect would be processed and approved or declined as per normal government administrative procedures. Examples include: cottage lots, lodge outcamps, trapping cabins, fishing and hunting licences and mineral exploration.

What You Said About This Draft Recommendation

- Our Recommendations: The land use plan will be created in a step-by-step process, with decisions regarding specific resource allocations and developments being made based on and in conformity with, the plan. – D.Sullivan, G.Whelan-Enns, S.Kidd – December 19, 2001

- Our Recommendations: Sustainable land use plans must be in place before significant development expansion, resource or land allocations, new agreements, or license alterations or licenses. – D.Sullivan, G.Whelan-Enns, S.Kidd – December 19, 2001

- I have however some concerns regarding some conclusions primarily… item 45 / 46 that makes a judgment on lands (which have minor land use or which may have significant land use). Keep in mind that the First Nation people have always maximized use of this land and it is not by any means minor or insignificant. – Chief Vera Mitchell – December 19, 2001

- I believe that to create an ecologically sustainable land use plan for eastern Manitoba, the following principles must guide the planning process. Planning drives development, as opposed to development driving planning. The Draft Phase One Report recommends that industrial developments such as road building and increases in logging be allowed to take place while the land use plan is being created. Development decisions such as these should come after the land use plan is put in place, not before. – G.T.Miller – January 4, 2002

- …CPAWS Manitoba recommends the principles discussed below be used to guide the planning process. Principle #1 – No development should occur before land-use planning is completed…the goal of what is to be achieved by the East Side Planning Initiative has not been determined. This mandates that all possible land-uses for the East Side be kept open…As it has not yet been determined what is the goal of the land-use plan, it is inappropriate and premature of the Phase One team to be making recommendations regarding land-use activities…Draft Phase One Report recommendation #'s 28-32, 36-37, 42-44, 45-46, and 48, should not be included in the final Phase One Report. – S.Kidd – January 15, 2002

- I believe that to create an ecologically sustainable land-use plan for eastern Manitoba, the following principles must guide the planning process. No development should occur before land-use planing is completed. The proposed process would allow industrial developments such as road building and increases in logging to take place *while the land-use plan is being created.* Development decisions should come *after* the land-use plan is in place, not before. - Petition

FINAL RECOMMENDATION

Draft recommendation 45 has been amended to note existing land uses would continue in the planning area and that once the plan is approved, land uses and resources allocations would be administered consistent with the plan. The recommendation has also been re-numbered as 8.

8. ***Existing land uses including forest tenure and protected areas designation shall continue. Crown land and resource development and allocation requests which have a minor land use or environmental effect would be processed and approved or declined as per normal government administrative procedures. Examples include: cottage lots, lodge outcamps, trapping cabins, and fishing and hunting licences. Upon approval of the plan, allocations and land uses would then be administered in compliance with the plan.***

Panel First Draft Recommendation 46

46. *Crown land and resource allocation requests and development proposals which may have significant land use or environmental effect be referred to cabinet.*

Where such requests and development proposals are considered to be in the public interest, and where cabinet decides the request or proposal should be actioned immediately, the request / proposal would be processed as per normal administrative procedures. For example, those requiring an Environmental License would proceed as per the requirements of The Environment Act.

What You Said About This Draft Recommendation

- Further, Recommendation 46 must remove the concept of public interest as a basis for deciding whether development proposals can proceed. – D.Sullivan - December 11, 2001 – attachment - Woodward & Company

- Our Recommendations: The land use plan will be created in a step-by-step process, with decisions regarding specific resource allocations and developments being made based on and in conformity with, the plan. – D.Sullivan, G.Whelan-Enns, S.Kidd – December 19, 2001

- Our Recommendation: Sustainable land use plans must be in place before significant development expansion, resource or land allocations, new agreements, or license alterations or licenses. – D.Sullivan, G.Whelan-Enns, S.Kidd – December 19, 2001

- I have however some concerns regarding… item 45/46 that makes a judgment on lands (which have minor land use or which may have significant land use). Keep in mind that the First Nation people have always maximized use of this land and it is not by any means minor or insignificant.– Chief Vera Mitchell – December 19, 2001

- I believe that to create an ecologically sustainable land use plan for eastern Manitoba, the following principles must guide the planning process. Planning drives development, as opposed to development driving planning. The Draft Phase One Report recommends that industrial developments such as road building and increases in logging be allowed to take place while the land use plan is being created. Development decisions such as these should come after the land use plan is put in place, not before. – G.T.Miller – January 4, 2002

- …CPAWS Manitoba recommends the principles discussed below be used to guide the planning process. Principle #1 – No development should occur before land-use planning is completed…the goal of what is to be achieved by the East Side Planning Initiative has not been determined. This mandates that all possible land-uses for the East Side be kept open…As it has not yet been determined what is the goal of the land-use plan, it is inappropriate and premature of the Phase One team to be making recommendations regarding land-use activities…Draft Phase One Report recommendation #'s 28-32, 36-37, 42-44, 45-46, and 48, should not be included in the final Phase One Report. – S.Kidd – January 15, 2002

- I believe that to create an ecologically sustainable land-use plan for eastern Manitoba, the following principles must guide the planning process. No development should occur before land-use planing is completed. The proposed process would allow industrial developments such as road building and increases in logging to take place *while the land-use plan is being created.* Development decisions should come *after* the land-use plan is in place, not before. - Petition

FINAL RECOMMENDATION

Draft recommendation 46 has been deleted.

I. Mining Issues:

- Require more information about potential… mining interests before land use decisions are made. - God's Lake
- Will the road go ahead no matter the results of the East Side Planning Initiative? Some First Nation favour going ahead - others do not. Will there be doubling up, i.e., hydro and road corridor? Mineral potential greater in Northern section. - Lac du Bonnet
- Brought to the panels' attention that a 'Wolf Mining Industry' is apparently involved in an area called Monument Bay and is interested in building a road to the area. - Berens River First Nation
- Mining interest; involved with Falconcrest now. Did some drilling near Pelican Harbour. 50% ownership of gold mine. Hollow Water is pro development as long as they are included in the benefits. - Hollow Water

Panel First Draft Recommendation 47

47. The east side round table consider the potential for mineral development and its acceptability within the various land use zones that may be designated in the planning area.

What You Said About This Draft Recommendation

No suggestions received.

FINAL RECOMMENDATION

Draft recommendation 47 has been re-numbered as 15.

15. The east side round table consider the potential for mineral development and its acceptability within the various land use zones that may be designated in the planning area.

Panel First Draft Recommendation 48

48. Mining exploration and development in the planning area continue as per existing established processes and procedures.

What You Said About This Draft Recommendation

- There are clearly recommendations in which development is driving the planning, contrary to COSDI. The recommendations must be crystal clear that the various development intentions are subject to the planning recommendations, and not vice-versa. – D.Sullivan - December 11, 2001 – attachment - Woodward & Company

- There is little purpose in participating in a land use planning process if most of the land use decisions have already been made. Implementation of the above Draft Phase One recommendations will simply result in coordinated development planning, not ecologically sustainable land use planning.... Our Recommendations: The East Side Planning Initiative will ensure planning drives development, as opposed to development driving planning. – D.Sullivan, G.Whelan-Enns, S.Kidd – December 19, 2001

- the initiative should not be development driven... – Chief Vera Mitchell – December 19, 2001

- I believe that to create an ecologically sustainable land use plan for eastern Manitoba, the following principles must guide the planning process. Planning drives development, as opposed to development driving planning. The Draft Phase One Report recommends that industrial developments such as road building and increases in logging be allowed to take place while the land use plan is being created. Development decisions such as these should come after the land use plan is put in place, not before. – G.T.Miller – January 4, 2002

- ...CPAWS Manitoba recommends the principles discussed below be used to guide the planning process. Principle #1 – No development should occur before land-use planning is completed...the goal of what is to be achieved by the East Side Planning Initiative has not been determined. This mandates that all possible land-uses for the East Side be kept open…As it has not yet been determined what is the goal of the land-use plan, it is inappropriate and premature of the Phase One team to be making recommendations regarding land-use activities…Draft Phase One Report recommendation #'s 28-32, 36-37, 42-44, 45-46, and 48, should not be included in the final Phase One Report. – S.Kidd – January 15, 2002

- I believe that to create an ecologically sustainable land-use plan for eastern Manitoba, the following principles must guide the planning process. No development should occur before land-use planing is completed. The proposed process would allow industrial developments such as road building and increases in logging to take place *while the land-use plan is being created.* Development decisions should come *after* the land-use plan is in place, not before. - Petition

FINAL RECOMMENDATION

Draft recommendation 48 has been amended to clarify that during the east side planning process new mineral developments would be required to undergo all legislative required consultations and reviews, for example environmental review and licensing. The recommendation has also been re-numbered as 16.

16. Mining exploration and development in the planning area continue as per existing established public consultation requirements, environmental review and licensing requirements and other required reviews and permitting processes and procedures.

J. Tourism and Recreation:

- Eco-tourism is important too. There is a group of people working on establishing alternative development not just loggers are being affected by East Side Planning Initiative. - Hollow Water
- Logging makes it difficult to sell eco-tourism. Clear cutting makes forest unattractive. - Hollow Water
- Pelican Harbour cottage development is making a lot of money. Hollow Water should be allowed to have cottage developments too. Why can cottagers build massive cottages but trappers and fishermen can't have little shacks? - Hollow Water

Panel First Draft Recommendation 49

49. The east side round table consider and address the needs, opportunities and acceptability of tourist development in the planning area.

What You Said About This Draft Recommendation

No suggestions received.

FINAL RECOMMENDATION

Draft recommendation 49 has been amended to also focus on ecotourism. The recommendation has been re-numbered as 13.

13. ***The east side round table consider and address the opportunities and acceptability of ecotourism and tourist development in the planning area.***

K. Traditional Activities:

- Consideration also has to be given to traditional activities like mushroom picking, blueberry picking, harvest of traditional medicine. Logging is occurring on Black Island where blueberries have been traditionally harvested. - Hollow Water

Panel First Draft Recommendation 50

50. The east side round table consider and address traditional activities within the planning area.

What You Said About This Draft Recommendation

- …should be phrased better. The statement there makes traditional activities seem unimportant.

– Chief Vera Mitchell – December 19, 2001

FINAL RECOMMENDATION

Draft recommendation 50 has been re-worded and re-numbered as recommendation 5.

5. ***The east side round table include traditional ecological knowledge and address traditional activities within the planning area.***

FINAL RECOMMENDATION

In the event other significant issues are identified, a new recommendation has been proposed and numbered 17.

17. ***The government should seek the advice of the round table on any significant issue which might arise during the course of the planning process.***

5. Research Needs

What COSDI recommended

The *COSDI Report* stated that "Local planning and development decisions must take into account ecological as well as economic, social, cultural and human health considerations. Development decisions must be made with knowledge of the physical and biological relationships that define those systems. Currently, adequate information is lacking with respect to physical and biological aspects of the natural systems in which Manitobans live and where development activities occur...Conducting studies and developing sustainable development plans... will help understand the environmental and physical restraints within which economic, social and cultural development, or the protection and enhancement of the natural environment and human health, are allowed to occur."

Specifically, COSDI recommended the government:

"Provide adequate support, staff and fiscal resources to the sustainable development planning advisory committees to undertake appropriate studies, involve the public, and prepare the plan."

Options proposed

During the panel discussions, a proposed planning process organizational flow chart which noted a proposal to establish in support of the east side round table:

- an interdepartmental working group who would provide information on departmental positions, policies and priorities;
- intradepartmental working group who would provide background information, prepare maps on various resources, and
- planning consultants who would facilitate the planning process.

What you said

Written comments receive from returned comment sheets:

- Enough time should be allocated to ensure that there is a minimum of disruption to the ecosystem - wildlife, water quality, etc. before any changes are implemented. - Manitoba Trappers Association
- Socio-economic impact. Environmental impact. - Winnipeg River, Brokenhead Community, Futures Development Corporation
- Social impacts of development. Environmental impacts of development. Traditional land use entitlement. Resources (Natural Resources Transfer Act). - Poplar River First Nation
- Environmental impact study needs to be done first. - Island Lake Community Council
- The Manitoba Recreational Canoeing Association, Inc. (MRCA) believes primary research needs include:

a. Research to determine whether increased tourism is a viable economic alternative to resource extraction or pulpwood forestry for the East Side forests.
b. Research to develop a better understanding of how alterations to both the spatial and temporal disturbance regimes caused by various activities (e.g., logging replacing fires as the primary disturbance) affect the long-term viability of wildlife populations and ecosystem functions in general. - Manitoba Recreational Canoeing Association, Inc.

- Protection of wildlife habitat. As much local employment as possible, re: road construction, hydro lines, saw mills, paper industry, tourism-eco, etc. - Aghaming

- Check the moose hunting. - Loon Straits

Recommendations from submissions received:

- Provide resources and time to conduct appropriate research and assemble information in user-friendly formats to meet the following needs:

a) Existing biophysical and social data need to be assembled and put in accessible and usable formats.
b) GIS and computer modeling capabilities are needed for queried presentation of information and development of alternative scenarios and their implications.
c) Data gaps and uncertainties need to be identified and their significance for planning and further research investments assessed. A continuing program of biophysical and social research and monitoring needs to be devised for adaptive planning and management.
d) There needs to be an initial review of earlier planning models and experience. (See Recommendation 8.) Monitoring and periodic review of the East Side process(es) will also be helpful.
e) Research needs to be commissioned or assembled to answer questions critical for planning, such as:
    i) What general social and ecological values do the citizens of Manitoba and residents of the planning area hold? In what ways do Manitobans and residents value the regional landscape, particular features of it, and human occupancy and use in the region? What are their visions for this area and human use, occupancy and relations to it? To what extent are Manitobans and residents in broad agreement in their values and where are the points of divergence? What ethical principles and approaches do they believe should govern the adjudication of differences?
    ii) What is the state of various jurisdictional claims over the planning area, including federal, provincial, Aboriginal and citizen responsibilities, claims and rights?
    iii) What is the extent of representation of natural areas and features in the planning area? What are the most promising candidate sites to complete the representation? How can appropriate buffering of and connection between sites be achieved?
    iv) What areas are most valuable from the standpoints of wilderness recreation and naturalistic study?
    v) What areas are most valuable from the standpoint of traditional land use?
    vi) What areas are most valuable from the standpoint of ecotourism and cultural tourism potential?
    vii) What areas are most valuable for various non timber forest products?
    viii) What areas are most valuable for the forest, mining and hydro industries?
    ix) What are the impacts on carbon sequestration by the forest under various scenarios?

x) What are the impacts of road access and hydro corridors on wildlife, fisheries, fire patterns and frequencies, hydrological regimes, etc.?
xi) What are the impacts of road access and hydro corridors on human communities?
xii) What are timber volumes available from various parts of the planning area under various harvest intensity scenarios?
xiii) What are the impacts on forest structures and functions of various harvest and access scenarios? What research and uncertainties underlie the answers?
xiv) What are the economic opportunities and potential for non-consumptive or minimally consumptive eco-tourism, adventure tourism, and cultural tourism opportunities?
xv) What are the economic opportunities and potential for non-timber forest products?
xvi) What are the economic opportunities and potential for timber and mining?
xvii) What are the compatibility's and potential conflicts between the above economic opportunities? What is required to make them sustainable enterprises?
xviii) What are the access issues facing the communities in the planning area, what is the full range of alternatives for addressing these issues, what are the dollar and non-dollar costs and benefits for each of the alternatives, which are technically, socially and economically feasible, and how do they impact other planning objectives for the region? Are there alternative ways to invest the cost of the contemplated all-weather road from the south that would provide greater net social and ecological benefit? - Peter Miller

- Host a workshop to scope out the research needs and questions for the planning exercise. The Model Forest and C-FIR help to organize such a function, since we have had considerable experience in doing that for our own programs. - Peter Miller

- Do you have money for outside research? It seems to me that you'll need the help of a professional familiar with oral history techniques—maybe you also have to find a good old-fashioned community development expert who knows how to engage remote community residents in dialogue. - Nick Carter

Comments from notes of meetings held:

- Will we have a website with current information and maps? - Lac du Bonnet

- Require more information about potential forestry and mining interests before land use decisions are made. - God's Lake

- More information is required concerning the proposed road and hydro line corridors. - God's Lake

- A GAP analysis is required as is more background information before decisions are made. Need to generate more maps, i.e., enduring features, watersheds. - Environmental and Recreational Organizations

- Identify what commitments (non-negotiables) are in place from Government perspective. - Environmental and Recreational Organizations

- There is a feeling in the community that the East Side has had a lot of various studies over the years. There will be a need to demonstrate to the people the benefits of doing another study. - Poplar River

- How does the Water Strategy for the province relate to the East Side Planning process? - Environmental and Recreational Organizations

- The Ecosystem Based Management report is not yet available. The question was asked who paid for the report. - Environmental and Recreational Organizations

- What is COSDI and when was the report finalized? - Gaa-Bi-Mooka-Ang

Panel First Draft Recommendation 51

51. A list of existing environmental, social, economic, resource, land use, tenure, government commitments, biophysical, heritage, etc. information, reports, data bases and maps be compiled by the interdepartmental working group for use by the east side round table.

What You Said About This Draft Recommendation

- Our Recommendations:
  - Compilation of the information…will begin immediately with the aim of the information (not just a compilation) being made public and available to all planning participants.
  - The carrying capacity for the East Side ecosystem will be identified before the plan is drafted.
  - The cumulative environmental, social and economic impacts of existing developments within the planning area will be determined for use by planning participants.
  - Planning participants will be provided with technical information they request on a timely basis.
  - A full carbon inventory with budgets to show loss or release of carbon, sequestration services, weather mitigation, and impacts or benefits from various land use plan outcomes will be required data/information for use in drafting the plan.
  - The planning exercise should be ecologically based in its information base, and objectives or goals. This goal in the Terms of Reference would state: 'the planning exercise will ensure the maintenance of all ecosystem function and services and diversity of species at current or improved levels.' (Species or ecosystems already in decline should not be taken as being a norm, but identified with a planning goal for restoration.)

- The province must make available to the committees as much existing information as possible. This would include all information from the EMB pilot project. Recommendation: All existing applicable research information, including that from the EBM pilot project, should be made available to the land use planning committees. – B.Snell – December 20, 2001

- This needs to be made public (including posting on the East Side Planning website, complete with links or directions to the source of the information), so that others can benefit from this work. Summaries of the research should also created, so that the Round Table doesn't have to read all of the reports (there are likely hundreds of such reports). The Manitoba Model Forest and Manitoba Hydro are excellent sources of such information. Recommendation: Lists of information and research on the east side of Lake Winnipeg should be made available to the public through a variety of means, including the east side planning website. – B.Snell – December 20, 2001

FINAL RECOMMENDATION

Draft recommendation 51 has been amended to expand the types of information to be compiled and to note that the list of information be made available to First Nations, etc. directly and through various means. The recommendation has been re-numbered as 22.

22. A list of existing environmental, biological diversity, social, economic, resource, land use, tenure, government commitments, biophysical, heritage, etc. information, reports, data bases and maps be compiled by the interdepartmental working group. This list will be used by the east side round table and be made available to First Nations, Aboriginal communities, the public and stakeholders through a variety of means including the dedicated public registry and east side Web site.

Panel First Draft Recommendation 52

52. The east side round table identify, as soon as possible, its data needs, such that, appropriate research may be initiated, including the hiring of consultants as appropriate.

What You Said About This Draft Recommendation

- Research and data needed for long-term plan. GIS data for map:
  Boundaries; topographic classes
  Watersheds and drainages (including especially bogs and bog lakes)
    Runoff (amounts, seasons, water quality); Rivers (rapids, falls, good whitewater)
  Soils and bedrock
  Vegetation types
    Forest cover (including stratified bog forest types); Canada Land Inventory forest types (including stand densities and types); Index species for types of forest floor vegetation; Rare, endangered, threatened species of plants
  Animals
    Locations of nesting colonies, staging and migration routes of birds; Locations of nests of Eagles, Ospreys, Grey Owls, Shrikes, etc.; Mammals: distributions of Whitetail Deer, Woodland Caribou, Moose; Bear, Wolf, Marten, Fisher, Cougar, Lynx, Wolverine; Woodchuck, Skunk, Coyote; Caribou (fawning places, rutting grounds, winter range); Moose (fawning places, rutting grounds, winter range); Wolf (known pack ranges, dens); Cougar (known sightings, dens); Wolverine (known sightings, dens) – W.O. Pruitt

- It was felt that the research needs are not fully addressed and good information will form the basis of good decisions. This aspect of the report should be further developed. – D.Lauvstad – January 14, 2002

FINAL RECOMMENDATION

Draft recommendation 52 has been re-numbered as 23.

23. The east side round table identify its data needs, as soon as possible, so that research may be initiated, including the hiring of consultants as appropriate.

Panel First Draft Recommendation 53

53. The east side plan be prepared using the best available information within the established time table subject to future amendments as new and better information becomes available.

What You Said About This Draft Recommendation

No suggestions received.

FINAL RECOMMENDATION

Draft recommendation 53 has been renumbered as 24.

24. The east side plan be prepared using the best available information within the established time table subject to future amendments as new and better information becomes available.

6. Comments on Phase I Discussions

The following are comments recorded by panel members and staff on the public discussion process being followed in Phase I of the planning process.

What you said

Written comments received from returned comment sheets:

- In addition, we would like to be able to review the draft report for Phase I prior to its submission to the Minister. Reviews also should be entered into the public registry. - Manitoba Recreational Canoeing Association, Inc.

Recommendations from submissions received:

- To improve the pre-consultation phase of the land use planning process, Canadian Parks and Wilderness Society Manitoba recommends that a public registry for the pre-consultation phase be immediately created that contains, at a minimum, the following material:

- list of all names of review panel members and their *curriculum vitae*
- organizational chart for Phase I of the large area land use planning process
- terms of reference for the review panel
- list of meetings the review panel has had, either as the panel alone, with other government staff/departments, or with non-government participants
- minutes of all meetings that have taken place, including of the review panel alone
- copies of any reports or memorandum received or prepared by the review panel to date

- To improve the pre-consultation phase of the land use planning process, Canadian Parks and Wilderness Society Manitoba recommends that prior to Phase II of the large area land use process proceeding, the pre-consultation team's report receive approval by the following steps:

- The pre-consultation team prepares a draft report.
- This draft report is forwarded to the Province's Round Table for Sustainable Development and to the Aboriginal Resource Council.
- The Round Table makes the draft report available to the public and provides 60 days for review and comment. Comments are to be returned to the Round Table.
- During the 60 day period, the Round Table provide an opportunity in Winnipeg and in an East Side community for verbal presentations to be made.
- After receiving all comments, the Round Table would direct the pre-consultation team to prepare a final report of recommendations.
- During the preparation of the final report, the Round Table would immediately make available all minutes of its meetings having to do with revisions/progress of the preparation of the final report.
- The final report would be received and approved by the Round Table and forwarded to the Minister of Conservation. The final report would also be made immediately available to the public.

- The East Side pre-consultation phase develop a consultation process that allows for meaningful and effective consultation with First Nation communities and individuals. - Canadian Parks and Wilderness Society

- First Nations consultation guidelines for the government of Manitoba are an outstanding commitment that are needed for a variety of current decisions including for this Initiative. Standards and consistency for interaction and consultations with First Nation communities need to be put in place in Manitoba. We would suggest that a registry for consultants' activities would also provide communities and citizens with a better understanding of who is providing services or speaking for the government of Manitoba (see COSDI pg. 38). – Canadian Nature Federation

- We expect the Phase I report to contain a clear definition for land use planning. Terms of Reference which include objectives for the planning initiative, acknowledging the public interest in these tracts of public lands and waters. Definitions and terms of reference to guide the initiative are the starting point. These Terms of Reference should also include *existing* commitments and objectives for the geographic scope - that is identification of current obligations on the part of Manitoba. We urge Manitoba to support the precautionary principle as it is referenced in national legislation and various international agreements in these Terms of Reference. (see also COSDI pg. 21). – Canadian Nature Federation

- Before an overly prescriptive blueprint for Phase 2 is adopted, it might be helpful to have your findings to date discussed at a facilitated workshop at which some members of the different caucuses meet with one another to see which recommendations achieve mutual assent. One of the principles of a shared decision-making model is that participants have a hand in crafting together the procedures that will guide them. – Peter Miller

- …that distribution of these comments and all other documents, reports, and technical materials regarding the planning initiative will be thorough and widespread…It is our continued position that effective and meaningful public participation is central to any valid land use planning process. Establishing the means for such public participation today, before the public review of the Phase One report begins, is important to the well-being of the entire East Side land use planning process. These steps would demonstrate to all parties that may participate in or be affected by the land use planning process that meaningful public participation comes first, and is not simply an afterthought. Finally, it should be noted that to date there has been no access to information regarding earlier responses and comments about Phase One, despite most of a year passing. – Boreal Forest Network, CPAWS Manitoba, Canadian Nature Federation

- Essential elements of a valid East Side land use planning process include: …- Definitions regarding land use planning to be enunciated in the Phase One report, and to be part of the framework for this initiative. Such a framework would be clear about all values and objectives for the landscape, communities and waterways. – Boreal Forest Network, CPAWS Manitoba, Canadian Nature Federation

Comments from notes of meetings held:

- Consider community meetings to increase attendance and awareness in the communities. - Island Lake

- Send summary of meeting to bands and communities that were not represented. - Island Lake

- Place minutes of all meetings held during Phase 1 on a public registry for everyone to review. - Environmental and Recreational Organizations

- Confirm dates for all public meetings and make them available to all. - Environmental and Recreational Organizations

- Require input from other groups, including the aviation industry and cottage associations. - Environmental and Recreational Organizations

- Develop and update a WEB site for the East Side Planning Initiative. - Environmental and Recreational Organizations

- Develop a public awareness campaign to involve more citizens other than specific interest groups. - Environmental and Recreational Organizations

- The Phase 1 draft report to the Minister of Conservation be circulated to participants with a minimum of 30 days provided for comments. - Environmental and Recreational Organizations

- Representatives from Hydro and Highways should attend the community Round Table meetings to discuss their proposed routes. - God's Lake

- How many Aboriginal communities does the Panel plan to visit and does the Panel recognize the difficulty in arranging this logistically? - Lac du Bonnet

- What other First Nation groups have the panel met with? - Berens River First Nation

- Why was Treaties 1 - 5 communities not consulted prior to initiation of the planning initiative? - Gaa-Bi-Mooka-Ang

- What about a stakeholders meeting to discuss the process or rather this group meeting with the round table - board in place by March 1 with a board meeting mid March. - Gaa-Bi-Mooka-Ang

Panel First Draft Recommendation 54

54. *This report be placed on the public registry, east side Web site and forwarded directly to all participants.*

What You Said About This Draft Recommendation

- We…suggest that clear information as to sequence and timing of release of the final Phase One report – following public review and posting of the contents of the public review in public review in public registries – be made available to all those who receive(d) the draft Phase One report. – S.Kidd, G.Whelan-Enns, D.Sullivan – November 30, 2001

- We expect that all public registries in Manitoba will contain the East Side Planning & Phase One materials. Electronic posting alone is not a substitute for access to information. At a minimum, the public registries should currently contain: all correspondence, meeting summaries, and technical work (maps, constraint analysis, scoping studies, etc.) since your public commitment to this planning initiative was made June 2000. It also includes They also should contain all documents specific to the contents of the Draft Phase One report released in November for public review. This includes all Phase One meeting summaries. – S.Kidd, G.Whelan-Enns, D.Sullivan – November 30, 2001

FINAL RECOMMENDATION

Draft recommendation 54 has been re-numbered as 25.

25. ***This report be placed on the dedicated east side public registry, east side Web site and other venues and forwarded directly to all participants.***

Panel First Draft Recommendation 55

55. *The east side round table develop and implement a communication plan to meet the needs of First Nations, communities and stakeholders, which shall also address translation service requirements.*

What You Said About This Draft Recommendation

- That all of the recommendations contained in Section 7 entitled "Aboriginal Interface" of the COSDI Report – in which the Draft Phase 1 Report professes to be based on – be implemented and incorporated into any final Phase 1 Report. – D.Sullivan - December 11, 2001

- Given the historical significance of the process, and the law which has developed on consultation with First Nations, the province of Manitoba must set up a direct consultation process with First Nations on the East Side. The Planning Initiative must be more directly linked to First Nation communities than is currently recommended under the draft Phase 1 report. Further, First Nations should be provided with at least twice as much time for comment than is currently available, and this should be written into the recommendations. – D.Sullivan - December 11, 2001 – attachment - Woodward & Company

- The East Side Planning Process must adopt the mechanisms for consultation between the provincial government and Aboriginal peoples directed by the COSDI report. The government of Manitoba must immediately put these in place for these and other consultations. – D.Sullivan - December 11, 2001 – attachment - Woodward & Company

- Our Recommendations:
  - All recommendations in Part 7 of the COSDI Report must be recognized, affirmed and implemented throughout the entire planning process.
  - The Province will release its First Nation consultation guidelines, and provide a legal opinion outlining how the recommended planning process conforms to the Crown's existing obligation to conduct meaningful First Nation consultations. – D.Sullivan, G.Whelan-Enns, S.Kidd – December 19, 2001

- Incorporate a strong public education and communication initiative to achieve full affect. You will find stronger cohesiveness, better long-term results and in addition, you will find the consultation process to run more efficient and effectively. Provide relevant scenarios – European examples and bioregionlization. Provide background material. Provide open dialogue. Provide venue for youth to get involved – schools, schools, schools. Promote stewardship via hands-on training and field positions/employment ops. – D.Lauvstad – January 14, 2002

- I believe that to create an ecologically sustainable land use plan for eastern Manitoba, the following principles must guide the planning process. That meaningful consultation takes place with the Aboriginal communities located in the planning area during the creation of the land use plan. There is little point in developing a land use plan for eastern Manitoba that is not acceptable to many of the area's inhabitants. – G.T.Miller – January 4, 2002

- ...CPAWS Manitoba recommends the principles discussed below be used to guide the planning process. Principle #4 – Meaningful consultation must take place with the Aboriginal communities in the region during the creation of the land-use plan ... the Draft Phase One Report recommends that the Round Table, and not the government, consult with the aboriginal communities. Legal case law suggests that the Province of Manitoba consult directly with the different East Side communities and not through an intermediary. – S.Kidd – January 15, 2002

- I believe that to create an ecologically sustainable land-use plan for eastern Manitoba, the following principles must guide the planning process...Meaningful consultation must take place with the Aboriginal communities in the region during the creation of the land-use plan. There is little point in developing a land-use plan for eastern Manitoba if it does not take into account the ideas and concerns of those who live in the region. - Petition

- Manitoba Conservation establishes a consultation process that will reflect the involvement of Aboriginal and Metis governments, organizations, women, elders and youth; - Aboriginal Resource Council

- Manitoba Conservation develop and initiate and education and communication strategy that will include Aboriginal Treaty and Inherent Rights. - Aboriginal Resource Council

FINAL RECOMMENDATION

Draft recommendation 55 has been re-numbered as 26.

26. The east side round table develop and implement a communication plan to meet the needs of First Nations, communities and stakeholders, which shall also address translation service requirements

APPENDIX 1

COSDI LARGE AREA PLANNING RECOMMENDATIONS

Integrated Large Area Planning

A) In order to implement the provincial sustainable development policies (including the provincial land use policies) and strategies, Manitoba require integrated, sustainable development planning on a large area basis. Such planning areas would likely be based on watersheds, geographic regions or urban centered regions (e.g. Capital Region). The strong preference for the Core Group is to maximize the use of natural boundaries such as watersheds for defining the large planning areas. It is important that these large area plans, in total, eventually cover the entire province with minimal overlaps.

B) The large area planning process address:

- a) The integration of the sustainable development components.
- b) The alternative land and resource allocation and commitments within the plan, cumulative impacts of the plan, commitments under inter-provincial, national and international agreements to the protection of flora and fauna and protected areas undertaken by Manitoba, and the "precautionary principle", wherever possible.
  NOTE: The degree to which the planning process can address cumulative impacts, Manitoba's commitments under national and international agreements and the precautionary principle will be limited by a number of factors, including the interval between plan updates and the uncertainty of future proposals and impacts.
- c) Consistency between large area sustainable development plans.

C) In order to develop and give effect to these large area sustainable development plans, government:

- a) In a public participation process, define each large planning area.
- b) Appoint, for each area, an ad hoc sustainable development planning advisory committee, made up of a cross-section of knowledgeable persons, primarily from the area concerned, to develop the large area plan. There should be municipal representation, conservation districts representation where applicable, and direct public representation as well as other opportunities for effective public input.
- c) Provide adequate support, staff and fiscal resources to the sustainable development planning advisory committees to undertake appropriate studies, involve the public, and prepare the plan.
- d) Upon completion and recommendation of the large area sustainable development plan for approval, Manitoba adopt the plan as an extension to its provincial sustainable development policies and strategies for that area, through a hearing process.
- e) Periodically review large area plans, not less than once every five years, through a formal public review process.
- f) Implement the provisions of the large area sustainable development plans, for those parts of Manitoba organized into municipalities, through mandatory development of, and provincial review and approval of municipal or district sustainable development plans and their amendments. Review of municipal and district sustainable development plans would be to ensure compliance with the broader policies and directions as set out in the large area sustainable development plan. Manitoba could also consider retaining the advisory committee to assist in periodic reviews of the plan and provide continuing advice with respect to implementation.
- g) Significant resource allocations by Manitoba be subject to the requirements of the large area sustainable development plan.
- h) So far as possible, issues associated with significant resource allocations should be accommodated at the time of large area planning. In the event they are not, however, they will need to be by effects assessment, either on their own or as a part of the related development. (This report does not attempt to specifically define significant resource allocations, except to say that the Core Group is not envisioning the multitude of individual small resource licenses. It recognizes that the allocation could be significant due to the size of the allocation, or the scarcity or sensitivity of the resource. The Core Group leaves the task of refining the definition to a subsequent iteration.)

APPENDIX 2
NEWS RELEASE ANNOUNCING EAST SIDE PLANNING INITIATIVE

August 9, 2000

WIDE AREA PLANNING TO BEGIN FOR EAST SIDE OF LAKE WINNIPEG

Conservation Minister Oscar Lathlin has announced that the Manitoba government is initiating the process of wide area planning for land and resource use on the east side of Lake Winnipeg. Wide area planning is a major recommendation of the Consultation on Sustainable Development Implementation (COSDI) Report that was formally adopted by Manitoba Conservation as a central feature of the province's sustainable development strategy on June 29.

"Our objective is to establish a process, in collaboration with the public, local communities, industry and First Nations, that will ensure comprehensive public involvement in the wide area planning process for the east side of Lake Winnipeg," said Lathlin. "The East Side Planning Initiative will provide the opportunity to develop a consensus among these interests with a common vision for land and resource use now and in the future."

Lathlin said that this initiative is significant because it is the first specific initiative to arise out of COSDI and will serve as a prototype for similar planning in other areas of the province. "The initiative will set the standard for public involvement for wide area planning in the future. "Future land and resource allocation and proposed developments must address social, environmental, health, cultural and economic needs of local communities, First Nations and various stakeholders. In order to address the interests and concerns of these groups, any planning must be done in an integrated and co-ordinated manner."

The minister said the planning process will examine some of the current major issues and options for the area, including the potential for expanded timber harvesting and associated value-added development, all-weather road access and a new hydroelectric transmission line through the region.

Under Phase I of the project, a three-member government review panel will be established to consult with First Nations, local communities, the public, industry, non-government organizations and others interested in the future of the area.

Lathlin said the panel will gather views and make recommendations on several elements of the initiative including:

- the steps and timing for the planning process;
- the boundaries for the planning area; and
- the establishment of an East Side Lake Winnipeg Round Table and
- a larger Stakeholder Advisory Committee.

Phase II of the planning initiative calls for the round table and advisory committee to develop a work plan, conduct public meetings and provide recommendations on a wide area plan for the east side of Lake Winnipeg.

Lathlin said the public is encouraged to participate and provide their input regarding the development of an appropriate process to facilitate the planning initiative in late summer/early fall. He said information materials and the support of government staff will be available to the communities and other stakeholders to help in the planning initiative.

APPENDIX 3

NOTES OF MEETINGS HELD

- January 15, 2001	Island Lake First Nation
- January 16, 2001	God's Lake Narrows
- January 18, 2001	RM's Lac du Bonnet, Alexander, Eastman Regional Development Corporation, Manitoba Trappers Association, Canadian Wild Rice Council, Winnipeg River Brokenhead Development Corporation, Mining Association of Manitoba, Tanco, Village of Powerview, St. George Community Economic Development
- January 25, 2001	Environmental and Recreational Associations
- February 1, 2001	Berens River First Nation
- February 12, 2001	Poplar River First Nation
- February 14, 2001	Gaa-Bi-Mooka-Ang
- February 19, 2001	Hollow Water
- March 6, 2001	Oxford House
- March 7, 2001	Gods River
- March 14, 2001	Northern Affairs Communities

East Side Planning Initiative, Phase 1
Meeting Notes
January 15, 2001 – Island Lake

Phase 1 of the Planning Process:

- A presentation was made outlining the types of activities occurring on the East Side, the intent of the phase 1 consultations, and how the planning process would be implemented in Phase 2. Participants were asked to comment on the size of the planning area, issues affecting their community or group, as well as membership to the Round Table and East Side Review Committee. After the formal presentation, a question and answer session ensued.

What You Told Us

Planning area

- The study should focus only on road issues which is the first priority, considering other land uses will make the study too broad.

Public consultation

- Consider community meetings to increase attendance and awareness in the communities.
- Send summary of meeting to bands and communities that were not represented.

Round Table

- Initial thoughts were to have 1 representative per community and band.
- Consider tribal council representatives, i.e., Island Lake, Keewatin, etc.

Protected areas

- Opposed to the designation of Hudwin Lake as a Protected Area. NOTE: Parks has recently removed the Protected Area designation for Hudwin Lake and the area is now considered an Area of Special Interest.

Land allocation

- Traditional lands belong to First Nations people for exclusive uses.
- Concerns with the amount of land allocated for exclusive use by forest company.
- How will First Nations be consulted with before anymore land is allocated?
- How will the province assist First Nations to become involved with resource development projects?

Road / hydro

- Environmental impacts need to be assessed before a road or hydro line can be approved.
- Before a road is developed other support facilities, i.e., RCMP series, need to be considered.

East Side Planning Initiative, Phase 1
Meeting Notes
January 16, 2001 – God's Lake Narrows

Phase 1 of the Planning Process

- A presentation was made outlining the types of activities occurring on the East Side, the intent of the Phase 1 consultations, and how the planning process would be implemented in Phase 2. Participants were asked to comment on the size of the planning area, issues affecting their community or group, as well as membership to the Round Table and East Side Review Committee. After the formal presentation, a question and answer session ensued.

What You Told Us

Public consultations

- It is imperative that effective community consultation occurs during Phase 2. The band and community want the opportunity to speak to the issues that concern them.

Round Table

- The band does not want MKO to represent them on the Round Table.
- How does the East Side planning initiative relate to the Treaty Land Entitlement process?

Land Allocation

- Band wants to have a zone of community influence corresponding to the traditional trapping areas where they would have jurisdiction over resource allocations.
- Require more information about potential forestry and mining interests before land use decisions are made.
- There should be no expansion of Temblec's Forest Management Licence until the East Side planning process is completed.

Road / hydro

- More information is required concerning the proposed road and hydro line corridors.
- Representatives from Hydro & Highways should attend the community Round Table meetings to discuss their proposed routes.

East Side Planning Initiative, Phase 1 •
Meeting Notes
January 18, 2001 - Lac du Bonnet

Present:

Manitoba Conservation: Blair McTavish, Bruce Bremner, Sandy Thomson

10 participants: Robert Bruneau – R.M. of Lac Du Bonnet; George Harbottle – R.M. of Alexander; Marie Louise Mendro - Eastman Regional Development Corporation, Stu Jansson - Manitoba Trappers Association; Cherry White – Manitoba Trappers Association and Canadian Wild Rice Council; Mary Greber - Winnipeg River Brokenhead Development Corporation, Peter Vanstone – Tanco / Mining Association of Manitoba, Ted Pidor Village of Powerview; Jim Pugh and Ria Poulin – St.George Community Economic Development

Questions and Statements:

Will the road go ahead no matter the results of the East Side Planning Initiative? Some First Nation favour going ahead - others do not. Will there be doubling up - i.e., hydro and road corridor? Mineral potential greater in Northern section.

Has a cost benefit analysis (i.e., materials) on road that far north been conducted?

Who will be represented on Review Committee?

Will we have a website with current information and maps?

How many Aboriginal communities does the Panel plan to visit and does the Panel recognize the difficulty in arranging this logistically?

The Manitoba Trappers Association should be represented on the Round Table – an individual community can't properly represent all trappers. What money will be paid, i.e., - expenses, per diems? How often will the Round Table meet?

It's important that the Round Table individuals have multidisciplinary perspective, i.e., - forest industry person doesn't necessarily represent tourism industry.

Will access to resources be community driven? Do the resources belong to all the people or a select few , i.e., Pine Falls Paper Company or Mining Interests? There is disappointment in level of local government involvement - local Government listed last in Round Table composition list. Feel slighted if this meeting supposed to represent having been consulted.

Will Round Table reps bring individual bias?

Do Protected Areas allow continued access by people?

Is 12 a fixed limit on members for the Round Table?

East Side Planning Initiative, Phase 1
Meeting Notes
January 25, 2001
Environmental and Recreational Associations, Viscount Gort

Phase 1 of the Planning Process

- A presentation was made outlining the types of activities occurring on the East Side, the intent of the phase 1 consultations, and how the planning process would be implemented in Phase 2. Participants were asked to comment on the size of the planning area, issues affecting their community or group, as well as membership to the Round Table and East Side Review Committee. After the formal presentation, a question and answer session ensued.

What You Told Us

Planning area

- The planning area is not large enough. It should include Ecoregions 4C, 4B & 3, since the Hydro generating stations will be located further north and road access to northern communities could come from the west..
- Lake Winnipeg should be included to ensure total watersheds are within the planning area.
- How does the Water Strategy for the province relate to the East Side Planning process?
- There is a need for a formal moratorium on all future developments, i.e., Class 2 and 3, as defined in *The Environment Act*.
- There is a need to protect the integrity of the natural ecosystems rather than having the study be human focused and development driven.
- A GAP analysis is required as is more background information before decisions are made. Need to generate more maps, i.e., enduring features, watersheds.

Public consultation / involvement

- Place minutes of all meetings held during Phase 1 on a public registry for everyone to review.
- Confirm dates for all public meetings and make them available to all.
- Require input from other groups, including the aviation industry and cottage associations.
- Develop and update a WEB site for the East Side Planning Initiative.
- Develop a public awareness campaign to involve more citizens other than specific interest groups.
- The Phase 1 draft report to the Minister of Conservation be circulated to participants with a minimum of 30 days provided for comments.

Broad area planning

- What is the province's definition of broad area planning and the terms of reference for the study?
- The starting point for the study should be that no development will occur on the East Side at this time.
- A development oriented approach is not appropriate. Define land use planning versus development planning.
- Will government ensure that COSDI recommendations are applied to the study?
- Will there be involvement by the Federal Government in the process?
- Identify what commitments (non-negotiables) are in place from Government perspective.

Round Table

- Will the National Round Table principles apply to the proposed East Side Round Table.
- Ensure that traditional native ecological knowledge is included as part of the mandate.
- Concern with how the Round Table will be able to obtain proper representation from all communities and interest groups. There is a need to get full and adequate participation.
- Based upon the amount of work involved with sitting on the Round Table, some type of financial assistance will be needed for the environmental/recreational representatives.
- Establish other planning groups to assist the Round Table in dealing with specific issues that require additional study.
- Professional facilitation will be needed to keep the discussions productive and on track and develop consensus if possible.

Other

- The Ecosystem Based Management report is not yet available. The question was asked who paid for the report.

East Side Planning Initiative, Phase 1
Meeting Notes
February 1, 2001 - Berens River

Present:

Manitoba Conservation: Blair McTavish, Bruce Bremner, Sandy Thomson

6 participants: Berens River Chief and Council; Chief Alfred Everett, Council members George Kemp, Charlie, George, George, and Norman.

Note: Information package including position statement and copy of Memorandum of Understanding agreement between Berens River and Pine Falls Paper Company provided to the panel.

Questions and Statements:

Concern expressed that the Poplar River Park Reserve boundaries seen on present land use map still overlaps with Berens River traplines 4 and 5 even though Poplar River has asked Parks and Natural Areas Branch for this area to be changed.

How can, by example, the Sagkeeng First Nation be represented by Tribal Councils when they are independent?

A preference was expressed for local Chiefs to be Round Table representatives rather than someone from Tribal Councils.

Justification for an all weather road should not be economic based only, i.e., Pine Falls Paper Company / Tembec interests. Is the East Side Planning Initiative a process to justify a road economically?

The road has to happen for the socio-economic benefit of Berens River First Nation.

Why are another two years of studies and discussions necessary?

How do the Aboriginal Resource Council and the Premier's Economic Council fit in with the East Side Planning Initiative?

At meeting with the Premier concern was expressed with timing. Berens River First Nation wants all weather road construction to be underway within the next 2 years.

An Environmental Impact Assessment for a road should be done now from Hollow Water First Nation to Berens River First Nation as a parallel process to the East Side Planning Initiative. Berens River First Nation would like assurance that there is a parallel process.

In a meeting with Ministers, Honourable Ashton, Lathlin and Robinson, Chief Everett stated that people needing the road should be the reason for construction not a resource extraction justification. The road should be built for the people using a 'remote access policy' as justification.

There are feelings that the East Side Planning Initiative is tied to Hydro development, that Hydro is 'driving this', as they need to come down the East Side of Lake Winnipeg with a power line. Meetings 10 years ago on Conawapa hydro project. Hydro was only interested in power line down the East Side, not a road.

Berens River First Nation people want jobs when the Hydro line and road are built. Jobs and economic benefits are important and advance notice is needed to prepare for when this work comes.

Hydro is going to have difficulties with the First Nations. They promised to eliminate the need for generators and bring low price power but have failed to do so. Also they have not made provisions for needed commercial use power for sawmill operations and plan on taking the line straight through.

What other First Nation groups have the panel met with?

Frustration levels are growing and patience is running out. The federal and provincial governments are seen as 'passing the buck' with no firm commitments. A parallel process with Berens River development proceeding now is what is required. There have been studies since 1928 and still no road.

A development agreement is needed now so that three communities: Berens River, Hollow Water and Bloodvein First Nations can begin environmental studies and proceed with road construction sooner.

Concerns that the new government is ignoring the existing Memorandum of Understanding. The need for a new sawmill and the some 130 jobs associated with it. Berens River is willing to cooperate but firm commitments to proceeding with development are required.

Comment that the new Aboriginal Resource Council was established without input from Berens River, similar to COSDI. Feeling skeptical and left out of the process.

Provincial government has used wood volumes as an excuse to not get things done. Timber volumes have to be tied to expansion. Spoke with Director of Forestry Branch, Gord Jones, re: the Memorandum of Understanding specifying Berens River wood volumes and road development agreement, such clauses in the Memorandum of Understanding are very important to Berens River First Nation.

For road construction to proceed rock crushing facilities need to be upgraded.

There are 10 or 11 bands on the east side of Lake Winnipeg that are 'pro-development', none of whom were asked to be on the Aboriginal Resource Council. These pro-development bands need to have representative on the Round Table. Tribal Council does not represent this interest.

Pilot project proposal handed out should be considered as an example to follow for the rest of the road.

Training needs to occur well in advance of construction starting. Concern that young people will be let down if expectations for employment are built up but not fulfilled.

Discussion on volumes required for start up of saw mill operation. Hope that by next summer the sawmill will be starting up with monies from Federal Indian and Northern Affairs and that it will be running by next fall.

Concern that statement by the Premier regarding a freeze on development on the East Side will delay the start of business plans.

Round Table representation should include a person from a directly affected community. someone from Berens River, Hollow Water or Bloodvein First Nations involved in the sawmill pilot project.

Brought to the panels' attention that a 'Wolf Mining Industry' is apparently involved in an area called Monument Bay and is interested in building a road to the area.

Where is the East Side road going; what route has been chosen?

Existing reforestation knowledge and skill based in Berens River should be sought and utilized by those interested in pursuing forestry in the area.

Can the Round Table be expanded to 20 people? Berens River should have a representative not the Tribal Council with some young person who has never lived in an isolated community.

Consideration should be given to the existing fishing industry in Berens River; related important local islands are not represented on the planning map. Commercial fishery is vital to the community; 75-80 fishermen work in a sustainable year round economy.

Clarification is needed on what a protected area is and notification should be given when new ones in the region are designated.

East Side Planning Initiative, Phase 1
Meeting Notes
February 12, 2001
Revised by letter from Chief Vera Mitchell April 4, 2001
Poplar River First Nation

Phase 1 of the Planning Process

- A presentation was made outlining the types of activities occurring on the East Side, the intent of the phase 1 consultations, and how the planning process would be implemented in Phase 2. Participants were asked to comment on the size of the planning area, issues affecting their community or group, as well as membership to the Round Table and East Side Review Committee. After the formal presentation, a question and answer session ensued.

What You Told Us

- The Poplar River Chief and Council noted that this meeting was not to be considered a consultation meeting. It was simply a meeting to discuss the East Side Planning Initiative with Chief and Council and some interested community members and the meeting was not to be considered a consultation meeting with the community of Poplar River First Nation.

  Round Table

  - The chief and council stated that it was very important to have a member from the Poplar River band sit on the Round Table. Based upon a strong desire to ensure that the Poplar River Protected Area is officially designated, it was felt that a representative from the South East Tribal Council would not be able to properly represent the band's interests.

  - It was made clear also that Poplar River First Nation was not just another "Stakeholder" within the region. Their occupancy and use of the designated Poplar River First Nation Traditional Territory past and present and their Aboriginal and Treaty Rights gives them special rights to speak for their traditional lands.

  - Chief and Council also made it clear that the proposed Round Table discussion cannot take place without their representation.

  Protected areas

  - The community needs to look towards the future and consider how they want to see the natural resources allocated and the type of development that is acceptable.
  - The Poplar River Protected Area is very important to the band's future. Ecotourism projects will provide sustainable long term jobs for locals. The band supports having the Protected Area become officially designated.
  - Consideration should be given to having the Protected Areas program reflect traditional and cultural features identified by bands like Little Grand Rapids and Puangassi.
  - The existing boundary follows the community trapline boundaries and currently meets the community's needs.

  Public consultation

  - Consultation with the local people is essential to developing a plan that will be acceptable and supported by the public.

- There is a feeling in the community that the East Side has had a lot of various studies over the years. There will be a need to demonstrate to the people the benefits of doing another study.

Resource allocations

- The bands are caretakers of the land and should be able to manage the resources such as traplines without government involvement. Local communities should have the first right to determine what type of resource allocations can occur within their traditional areas.
- Poplar River is in the process of securing funding for the preparation of a Land Management Study – their long range goal is to have the local people to manage the land.

Forestry

- The band does not want to have their traditional area allocated to Tembec for an expanded forest management Licence (FML). They inquired if the province is putting future FML expansion on hold until the East Side plan is completed.

Road

- The community wants a road to provide access to reduce costs of goods. The road should be developed to highway standards.

- A road will also help tourism development on the East Side. Routing should follow the Lake Winnipeg shoreline along the route of the winter road. The community wants a direct route between Barrens River to Poplar River communities. A primary road towards Round Lake with an access road into Poplar River is not desirable.

East Side Planning Initiative, Phase 1
Meeting Notes
February 14, 2001 - Gaa-Bi-Mooka-Ang

Presentation on the East-Side Planning Initiative

- Listing of Stakeholders to Pam Starr.

- Phase 1 - setting terms of reference

- To what level can development occur during the planning process.

- Can we see a draft of the terms of reference - answer was yes, we will share with them.

- What if a First Nation will not participate in the planning initiative?

- How will issues with terms of reference be dealt with?

- What is COSDI and when was the report finalized? (Send to Pam or pick up tomorrow)

- When was protected areas established and where?

- What about circulating the community issues identified by all communities to stakeholders.

- What will be examined in the planning initiatives? - all dispositions? all resources?

- Terms of reference to include a draft-planning framework?

- Can this initiative include things such as forestry inventory for the joint venture?

- Why is not Treaty 5 recognized in the planning initiative?

- Why was Treaties 1 - 5 communities not consulted prior to initiation of the planning initiative?

- How will development be accommodated while this process occurs and how will other studies impact this group and its plans for investments.

- First Nation needs should be met first.

- Resource allocations and how decisions are made are important. Delgamuk - Marshall court cases.

- What if AMC, SCO, MKO decided not to participate?

- This process should not be used to satisfy consultations/consent contemplated by Delgamuk on resource/land allocations i.e., Bi-pole, all weather road

- We see this as a parallel process to our development plans. Looking for some explicit statement from government on this issue. We are prepared to compromise.

- How is round table model membership established, etc.?

- How is balance to be achieved in the process; interests to be taken into account during the process.

- Why are environmental groups an interest group?

- Jacinta Weibe appointed to the Aboriginal Resource Council as representative from Beren's River.

- Membership on the round table is critical. Chiefs and Councils recommendations must be taken into account here.

- What is the purpose of the land use plan at the end of the day?
    - maybe a condition that the plan be flexible and be subject to amendments as time and conditions permit.

- Land dispositions as a speculation for profit by outside interests.

- Existing boards and their shortcomings should be avoided here.

- Look at the news release and what their understanding is on resource allocation issue.

- What about a stakeholders meeting to discuss the process or rather this group meeting with the round table - board in place by March 1 with a board meeting mid March.

- Chief White Bird meeting with Doer on the dual process idea.

East Side Planning Initiative, Phase 1
Meeting Notes
February 19, 2001 - Hollow Water

Present:

Manitoba Conservation: Blair McTavish, Joe Morrisseau, Sandy Thomson

7 participants: Hollow Water Chief and Council; Chief Larry Barker, Council members Larry Reagan and Marcel, Daphne Sinclair – Land Use Planning Study Coordinator, two Hollow Water forestry contractors, one individual interested in Eco-tourism development.

Questions and Statements:

Concerns with Pine Falls Paper Company's (PFPC) existing cutting rights. The company is running three shifts and by the time the East Side Planning Initiative is completed their traditional area may already be fully harvested. Can the harvest be stopped now?

Pine Falls Paper Company had promised local contractors employment and this is not happening to the degree promised. A meeting with Minister Lathlin to discuss this lack of employment is required.

Hollow Water First Nation has their own sawmill employing people can build own homes but will there be enough saw logs left in area to do this?

Pine Falls Paper Company is giving mechanized large loggers an unfair advantage. They can afford the shut down periods in the summer when Pine Falls Paper Company is no longer buying some woods, i.e., spruce. Small contractors still have to make payments on equipment and cover fuel costs but can't do so during such periods. Local loggers rights have to be considered. Any expansion has to include more local contractors. Can the existing contract with Pine Falls Paper Company be broken?

In cutting areas the mechanized / large contractors take out all the large trees and leave the leftovers for the local contractors.

Grand Chief Coon Come says First Nation's control our natural resources. How come the big companies are controlling them? Hollow Water might have to blockade the road and stop access to their resources to slow down Pine Falls Paper Company.

With regard to the East Side Planning Initiative, Hollow Water agrees that an all weather road is important and will back Chief Everett from Berens River on this.

Member on the Round Table maybe should be a Grand Chief.

Is the East Side Planning Initiative just a 'feel good' process and it will be 'business as usual' afterwards?

Will there be respect for peoples ties to the land? Does Hollow Water have to make land claim for the whole area to ensure this? People lived off the land before the road to Pine Falls went through and should still have the right to do so.

Eco-tourism is important too. There is a group of people working on establishing alternative development not just loggers are being affected by East Side Planning Initiative.

Logging makes it difficult to sell eco-tourism. Clear cutting makes forest unattractive.

Support for all weather road but local construction company should get work building and maintaining the road.

Pelican Harbour cottage development is making a lot of money. Hollow Water should be allowed to have cottage developments too. Why can cottagers build massive cottages but trappers and fishermen can't have little shacks?

Consideration also has to be given to traditional activities like mushroom picking, blueberry picking, harvest of traditional medicine. Logging is occurring on Black Island where blueberries have been traditionally harvested.

Work with Hydro right now is going well.

Mining interest, involved with Falconcrest now. Did some drilling near Pelican Harbour. 50% ownership of gold mine. Hollow Water is pro development as long as they are included in the benefits.

Land Use Planning Study now being undertaken by Daphne Sinclair both Hollow Water and Black River First Nations included. Present notable component is transcribing elders knowledge from Ojibway to English. Spiritual connection to the land, water and animals is edited out because of it's sacred nature. Study will be completed this summer, available on CD ROM.

Individual logger concerned with Pine Falls Paper Company scaling system. Feels that company is shorting on number of cords. Difficult enough to make a living. Also concern that only about 15% of area known as Beaver Creek is logged by Hollow Water, should be more.

Archeologists have examined some areas, burial grounds, pictographs and rock formations found there. Logging needs to be stopped now.

There was a proposal put forward by area Chiefs in the past that proposed First Nation's doing all the harvesting, province getting stumpage fees and the company processing the wood. A copy had been sent to Minister Lathlin and Minister Robinson.

With Pine Falls Paper Company not fulfilling their promises and ignoring Hollow Water interests, demonstrations may be inevitable.

Hollow Water would like to become more mechanized contractors, get the machinery to compete with larger contractors. Look at forming a corporation like Moose Lake Loggers have done. New equipment would also allow participation on building the road.

Pine Falls Paper Company only three years into a ten-year plan. Hollow Water needs to make some money before all the wood is gone.

Can Poplar trees be better utilized possibility with Palister furniture and small company in the U.S. Minister said to talk with Pine Falls Paper Company about accessing Poplar. Why should Hollow Water not have right to cut our own logs? Saw mill needed for job creation present situation not good for local people, only the province and Pine Falls Paper Company.

Treaty rights have the authority of law. There are millions of dollars at stake and Hollow Water wants fair share.

Is there an advisory board in place? Loggers are willing to work together as they have with former working group.

East Side Planning Initiative, Phase 1
Meeting Notes
March 6, 2001 - Oxford House

Land Use

- The issue of how future land use decisions will affect community activities was raised. There was an expectation that the community will be involved and listened to during the planning process.

Round Table

- The issue of Round Table representation was discussed. They expressed an interest in having a member from each community on the Round Table.

- There should be a role for trappers and fishermen during the planning process and possibly on the Round Table.

Road

- The road location to Oxford House requires further discussion and review with the community. They consider Thompson to be an important commercial and social centre for the community. A connecting route from Norway House to Molson Lake to Oxford House would allow this connection whereas a north-south road access to Manigotogan would not.

- The issue of whether Norway House should be included in the study area was raised based upon the possible road connection to Oxford House.

Forestry

- The Oxford House band wants to know which company has timber rights to their area and if an FML expansion by Pine Falls Paper Company will involve their traditional area.

- The community expressed a desire to have a larger role in future forest management decisions made within their traditional area. They felt that economic benefits to the community should be part of allowing a timber company to harvest timber in their area.

East Side Planning Initiative, Phase 1
Meeting Notes
March 7, 2001 - Gods River

Land Use

- The community wants consultation to occur before any new resource allocations are considered in the area.

- Previous plans and developments have not involved adequate discussions with local people. They want to ensure that the East Side Planning process involves meaningful consultation with band members through community meetings. Grass roots concerns have to be listened to and addressed.

Round Table

- It will be important to have community representation on the Round Table rather than from Tribal Councils. They suggested a council member from Gods River.

Road

- The community has mixed feelings about an all-weather road. The elders are concerned with potential development associated with the road, while younger people view the road as an opportunity.

- Many details concerning the proposed East Side all-weather road are not clear, i.e., construction standards. They believe that the road should be built to the same standards throughout the study area.

- The rationale for road development should not be to only satisfy commercial industry needs.

- The East Side Planning Initiative and the highway road project should be linked to avoid land use conflicts.

East Side Planning Initiative, Phase 1
Meeting Notes
March 14, 2001 - Northern Affairs Communities

Round Table

- Suggested that 2 representatives on the Round Table would be desirable – a northern and eastern split.
- All of the communities should be involved in public consultation meetings.
- Berens River wants to represent themselves on the Round Table.
- Ensure that local community fishermen and trappers are represented.
- Round table members need to have financial support during the planning process.
- Consultation should occur after base line information has been provided to the communities, i.e., maps, resource data, etc. This will allow the communities to make informed comments.

Road

- There is support for a road as it will provide ecotourism, forestry and fishery economic opportunities.
- There is support to have road construction begin as early as possible.

Forestry

- Concern expressed with the monopoly given to forest companies as these companies do not represent the needs of the communities. Locals are not involved and have no way of monitoring activities.
- There is a need for each community to develop a community based plan addressing social, economic and land use issues.
- Concerns with how existing short term activities, such as cutting, will impact longer term objectives such as ecotourism.

APPENDIX 4

WRITTEN SUBMISSIONS RECEIVED

1. Letter re: wide-area planning for Manitoba's Lake Winnipeg east-side region. David Anderson, P.C., M.P. Minister of the Environment. October 16, 2000.

2. Berens River First Nation Position Paper on the Wide Area Land Use Study for the East Side of Lake Winnipeg, February 2, 2001.

3. Comments on the proposed land use planning process for Manitoba's East Side. Peter Miller. March 1, 2001.

4. East side of Lake Winnipeg Planning Initiative. March 15, 2001. Nick Carter

5. Position of the Canadian Parks and Wilderness Society - Manitoba Chapter on the Large Area Land Use Planning Initiative for Eastern Manitoba

6. East Side Planning Initiative, Letter, March 12, 2001, Canadian Nature Federation, G. Whelan Enns

7. Concern about the direction the East Side Plan seems to be taking. W.O. Pruitt Jr.

8. East Side Land Use Planning Initiative. W. D. Snell, Tembec, March 20, 2001.

9. Comments for report on Phase 1 of the East Side Planning Initiative. Letter May 16, 2001. Canadian Nature Federation, G. Whelan-Enns

10. Large Area Land Use Planning Initiative – East Side Manitoba. Letter August 23, 2001. CPAWS Manitoba, S. Kidd; Canadian Nature Federation, G. Whelan-Enns; Boreal Forest Network, D. Sullivan

11. Further comment on the East Side Planning Process. Letter September 22, 2001. P. Miller

12. Phase One Report – East Side Planning Initiative. Letter October 1, 2001. Boreal Forest Network, D. Sullivan; CPAWS Manitoba, S. Kidd; Canadian Nature Federation, G. Whelan-Enns

13. East Side Lake Winnipeg Planning Initiative. Letter October 10, 2001. Indicator Explorations Ltd., J. Lee

14. East Side Lake Winnipeg Planning. Letter October 15, 2001. The Mining Association of Manitoba, E. Huebert

Wide-area Planning for Manitoba's Lake Winnipeg east-side region
October 16, 2000

The Honourable Oscar Lathlin
Minister of Conservation, Province of Manitoba
Room 333, Legislative Building
Winnipeg MB R3C 0V8

Dear Mr. Lathlin:

I want to congratulate you on your August 9th, 2000 news release advising of your government's sustainable development initiative to undertake wide-area planning for Manitoba's Lake Winnipeg east-side region. Applying the principles of sustainable development in a plan for the future in an undeveloped region of Canada's Boreal Forest, like that in Manitoba, is of special interest to me.

My government takes issues regarding the health and sustainability of Canada's forests very seriously. We are active participants, through Natural Resources Canada, in many areas of forest research along with the provinces and the private sector. As well, there is on-going and planned research by my department and others on other social, economic and environmental factors relevant to those involved in decision making with respect to future development in areas like Manitoba's Lake Winnipeg east-side region. We are involved in this research in order to better understand the environmental factors contributing to the sustainability of Canada's Boreal Forests.

I am advised by my staff in Winnipeg that the wide-area planning initiative has just begun and is based on principles established in a report prepared as a result of your Consultation on the Implementation of Sustainable Development. In understand that officials of your government are currently starting a consultation exercise with the communities in the affected region of Manitoba in order to design an appropriate planning process.

I want to take this opportunity to offer my governments' support to your regional planning exercise. I would like to emphasize that Environment Canada, as a science-based department, can bring valuable information to such planning initiatives. For example, Environment Canada was an active participant in the regional studies undertaken in the oilsands area of Alberta, and was a key participant in the Northern Rivers Basin Study. Given that the planning exercise for Manitoba's Lake Winnipeg east-side region is in its infancy, I would like to have officials from our respective governments meet very soon to discuss my government's participation. This offer is based on a goal I know from my discussions with you that we share-the sustainable development of this sensitive region of the Canadian Boreal Forest.

During a trip to Manitoba in September, I had the opportunity to meet with representatives of the Poplar River First Nation and discuss some of the issues related to this planning exercise. Throughout my meeting with this Band, I learned more about the Protected Parks Initiative and the native community's interest in establishing the Poplar River/Nanowin River Reserve on a permanent basis.

I would like to express my support to you, Oscar, with respect to the discussions and negotiations that will take place throughout the next few years on this initiative. I strongly support both the protection of this traditional land area, as well as the integration of traditional Aboriginal knowledge and science in the planning process. In this regard, I have encouraged the Poplar River First Nation to apply for federal funding for further environmental studies through the Department of Indian Affairs and Northern Development.

I look forward to receiving more information as the wide-area planning process and the Protected Parks Initiative develop.

With kind personal regards. Yours sincerely,

David Anderson, P.C., M.P.

Berens River First Nation Position Paper
-on the-
Wide Area Land Use Study for the East Side of Lake Winnipeg
February 2, 2001

1. Berens River First Nation Position:

Four years ago, the Berens River First Nation began the existing negotiating process with the Province of Manitoba and the Pine Falls Paper Company to bring meaningful sustainable economic development to the region. The Berens River First Nation has been and still is a leader in the region regarding the re-visioning of the forest industry to include First Nations in the industry as true partners and managers of the resource area. And perhaps more importantly; the construction of an all-weather road to Berens River is critical to the creation of a sustainable forest industry on the east-side of Lake Winnipeg for both short term and long term purposes.

However, without timely provincial and federal government commitments to begin developing the proper economic infrastructure required for this neglected region of Manitoba; there can be no meaningful social and economic improvements for isolated communities like Berens River. It is the Berens River First Nation's position that the most important need for the people of the region is the construction of an all-weather road which will bring economic and social improvements to the daily lives of the people. The agenda of the environmentalist groups who drive on roads in Southern Manitoba to their meetings to stop development for our people must understand the social and economic crisis faced by our isolated community.

Therefore, the Wide Area Land Use Study for the East Side of Lake Winnipeg must not be or be seen as a tool to appease the environmentalist's agenda to stop development in our region. There must be a parallel process while the study is carried-out to accommodate our people's desire for meaningful and immediate economic and social development. There is no need to wait four to six years to complete studies and environmental hearings for the entire region before an all-weather road is constructed to the Bloodvein and Berens River First Nations: the road to Bloodvein and Berens River can happen in parallel to the Land Use Study. A graded logging road already exists to within 8 miles of the Bloodvein First Nation and the all-weather road right-of-way/corridor was cleared to Berens River in 1976 and exists as a winter road today.

In summary, it is the Berens River First Nation's position that there is very little to study along the existing all-weather road right-of-way and corridor between the Hollow Water, Bloodvein and Berens River First Nations. The timely development of this corridor is critical to address the economic and social crisis faced by our three communities. The Berens River First Nation is firmly committed to a parallel process regarding the development of the all-weather road corridor between Hollow Water and Berens River as a Phase I Development within the entire study region. The parallel process would impact less than 20% of the entire study region and would not compromise the land use study: "an everybody wins approach".

2. Berens River First Nation Recommendations:

1. Parallel Process of Development and Land Use Study: (See Attached Map)

The Parallel Process will apply to a 20-mile radius around the community of Berens River to allow forestry development to continue in terms of short and long range sawmill development plans at Berens River.

The remainder of the Berens River traditional lands would be allowed for the Land Use Study without compromising the timber volumes needed to calculate the viable startup operation of the Berens River sawmill in the short term. In other words, not all timber volumes would be frozen on the Berens River traditional lands during the study, mainly for long range calculation purposes, etc.

The Parallel Process should also apply to a 20-mile radius around the community of Bloodvein to allow continued forestry development and sort and long range strategic planning and development. It is suggested that the remainder of Bloodvein traditional lands would be recommended for the Land Use Study.

The Parallel Process should also apply to a 20-mile radius around the community of Hollow Water to allow continued forestry development and short and long range strategic planning and development. It is suggested that the remainder of the Hollow Water traditional lands would be recommended for the Land Use Study.

The Parallel Process will apply to the all-weather road right-of-way/corridor between Berens River, Bloodvein and Hollow Water to allow for a Phase I Development Initiative while the Land Use Study is carried out and completed. Under Phase I, the Environmental Impact Assessment would be completed within two years and construction of an all-weather road to Berens River would begin.

2. Phase I Development Agreement Requested:

The Berens River First Nation requests that a Phase I Development Agreement be in place before the Land Use Study takes place in order to give respectful recognition and meaningful commitments to the parallel process. The parties to the agreement would be the Province of Manitoba, the Federal Government, Pine Falls Paper Company and Hollow Water, Bloodvein and Berens River First Nations. To date, the Berens River First Nation has been involved in a four-year process of negotiations regarding all-weather road development and sustainable forest industry development for the region and this process must be respected and accommodated and not set aside. An all-weather road to Berens River has been studied since 1928. The Berens River First Nation is willing to respect and accommodate the need for the Land Use Study as long as there is due respect for limited parallel development as recommended by this paper.

Comments on the proposed land use planning process for Manitoba's East Side

Peter Miller

March 1, 2001

1. Planning area.

Unless there are compelling reasons otherwise, the principle of planning by natural regions recommended by both the COSDI report and Manitoba's Forest Plan should be followed. This approach highlights the foundation of looking after the health of ecosystems and assessing ecological capacities that should underlie planning initiatives.

A second consideration in the case of East Side planning is that the planning should encompass the full extent of the contemplated road and hydro corridors. That was the rationale for adding the northern extension to natural region 4b in the draft presentation. However the selected extension fails to encompass the full extent of the proposed hydro corridor and alternative potential road corridors approaching Northeastern Manitoba from the west instead of the south. It also fragments region 4b (Ecoregion 89), which is currently not represented in protected areas planning. Corridor and protected area agendas could be considered together in 4b.

Recommendation 1: Designate natural regions 4b (Hayes River Upland) and 4c (Lac Seul Upland) [Ecoregions 89 and 90) as the planning area. This region meets the two conditions above without the deficiencies of restricting corridor planning options and fragmenting protection planning in 4b.

Recommendation 2: Whatever area is chosen as a focus, the wider human and natural contexts must also be taken into account. Particularly important are upstream and downstream portions of watersheds lying outside the planning area, such as the Ontario headwaters and Lake Winnipeg, whose fisheries are closely linked both economically and ecologically to the region. Wilderness recreational opportunities, traditional use areas, and wildlife ranges across the Manitoba-Ontario border are also significant.

55. Round Table structure and distributed planning.

The proposed structure of a core Round Table and a larger advisory group representing the diverse interests is good as far as it goes, but it does not go far enough because it does not encompass the need for *distributed* planning. The proposed wider advisory committee with one or two individuals from each interest group responding to the core group proposals is no substitute for distributed planning which will feed significant information and options into the core Round Table.

Distributed planning includes various "side tables" whose deliberations then feed into the core process. The precise number of side tables and the issues they address cannot be determined until the issues are scoped out early in the round table deliberations, but they can be of various kinds, including:

a) Developing collective understandings and goals for various communities of interest (e.g. Environmental Non-government Organizations, regional Aboriginal organizations, industrial users, etc.);
b) Linking community planning initiatives with the regional planning process for each of the geographic communities within the planning area;
c) Multistakeholder working groups addressing particular issues, such as identifying, exploring and assessing transportation modalities and corridor alternatives, alternative protection scenarios, and economic development alternatives for regional communities

Recommendation 3: Early in the process, identify and scope out the side-table planning that needs to take place. Membership on the side tables should include both representation from the core Round Table and others based on interests and expertise. Side tables can make creative use of the energy, knowledge and interests of folks who don't fit on the Round Table.

Recommendation 4: Create special community planning initiatives for each remote community to link local planning with the wide-area planning. One model appears in the attached proposal created by my colleague Dr. Judith Harris in January 2000, "Research and Learning Workshops for Community Planning." Whether this or another model is followed, there needs to be a more extended process than a visit or two by the Round Table.

56. Core Round Table membership.

The success or failure of the planning exercise will rest heavily on the kinds of people selected for Round Table membership. (Other make or break factors are the thoroughness and successful functioning of the process and the quality and accessibility of supporting research and information.) To be successful, the planning outcomes must be ecologically sound and sustainable, socially beneficial in ways that respect the values pertinent to the region held by various citizens and regional residents, well-informed and wise, and socially legitimate.

To achieve these outcomes, Round Table members must be or become:

- ecologically informed
- socially informed
- capable of learning and responding to considerable information and evidence in a planning environment
- capable of operating with respect and fair dealing with others
- capable of listening to others and negotiating creative solutions
- capable of representing well and articulately some of the core values and valuations of the planning area held by various constituents (and, collectively, of all constituents).

Similar qualities are desirable for the side tables, but essential for the core Round Table.

Note that the capability of negotiating and respect for others is *not* the same as holding middle-of-the road views or no views. The process will not have legitimacy unless the various constituencies can see that their values are *well-defended* in the process and *manifest* in the outcomes. Social legitimacy also includes fairness and justice. Collectively, the Round Table must be composed of *champions* of the significant values and interests, who also know how to treat others with respect, can process extensive and diverse forms of information, and are successful negotiators.

Recommendation 5: Environmental Non-government Organization membership on the Round Table should include individuals with the above qualities having the confidence of Manitoba environmental constituencies. Between them, they should include champions of (a) nature conservation through parks and protected areas (e.g. Canadian Parks and Wilderness Society), (b) non-consumptive wilderness recreation and naturalistic study (e.g., Manitoba Naturalist Society and Manitoba Recreational Canoeing Association, and (c) ensuring that consumptive use of resources reflects state-of-the-art practices to mitigate damage to natural systems and other values (e.g. Time to Respect the Earth's Ecosystem and Manitoba Model Forest).

Recommendation 6: All the Environmental Non-government Organizations (and other) groups on the distribution list should be offered an opportunity to be represented on the advisory group.

Recommendation 7: Core Round Table members will be required to make a considerable investment of time. In some cases, members may be seconded from other organizations which are paying their salaries, but in other cases not. Some form of honorarium, in addition to expenses, should be provided at least to non-salaried Round Table members.

57. Land use planning process.

Properly done, the land use planning process will foster significant mutual learning among Round Table participants and others involved in the process, with eventual spillover to government and the public, one hopes. The learning will derive from the knowledge inputs they receive, their listening to and accommodation of one another's perspectives, and their creative mutual deliberation to generate alternatives and solutions. Ideally their judgments will be well informed and well considered. The draft design puts a heavy burden on the Round Table members to devise and conduct the deliberation and consultation processes. But Round Table members will not, for the most part, be selected on the basis of prior expertise in conducting these kinds of processes. Hence the challenge: how are these process decisions to be well-informed and well-considered?

Unfortunately the pre-planning phase has not incorporated a review of processes conducted in other jurisdictions and an evaluation of their successes and failures. It will be important to gather such knowledge ASAP if the process decisions are to be well-informed. Among the factors that seem to make a difference are (a) the character and composition of the Round Table members mentioned above, (b) the calibre of facilitation and chairing of the process, (c) the definition of the kinds of outcomes sought in the planning process, (d) the linking of research and information to the issues and questions posed by the planning exercise, (e) an ability to establish some agreement on procedural points, (f) ideally some overlap or sharing of a vision for the region, (g) a capacity to entertain and explore alternative scenarios and evaluate them in terms of agreed upon values and criteria. There may be other critical factors besides these.

Recommendation 8: Before the planning process begins, the Province should support a workshop on planning processes involving invited experts plus members of the Clean Environment Commission (who are to become the consultation experts, according to current government thinking), the Planning and Assessment Committee of the Manitoba Round Table, potential candidates for the East Side Round Table, and other interested participants. The workshop would consider factors contributing to the successes and failures in the BC and Ontario processes and make recommendations to create favorable conditions for Manitoba.

Recommendation 9: Secure the services of a Round Table chair and a facilitator or facilitation team with experience in multiparty, multi-table planning exercises. It is critical that the planning table be able to scope out issues and the means to address them and deliberate productively in a consensus-based fashion. It is essential that research needs are identified rapidly, so that the research tasks can begin. It will be easy both to get side tracked and to ignore or override legitimate concerns. Good chairing and facilitation are crucial for success. Deficiencies in these respects may have been responsible for some of the failures of Ontario's Lands for Life tables.

58. Research and information support.

Recommendation 10: Provide resources and time to conduct appropriate research and assemble information in user-friendly formats to meet the following needs:

a) Existing biophysical and social data need to be assembled and put in accessible and usable formats.
b) GIS and computer modeling capabilities are needed for queried presentation of information and development of alternative scenarios and their implications.
c) Data gaps and uncertainties need to be identified and their significance for planning and further research investments assessed. A continuing program of biophysical and social research and monitoring needs to be devised for adaptive planning and management.
d) There needs to be an initial review of earlier planning models and experience. (See Recommendation 8.) Monitoring and periodic review of the East Side process(es) will also be helpful.
e) Research needs to be commissioned or assembled to answer questions critical for planning, such as:
    i) What general social and ecological values do the citizens of Manitoba and residents of the planning area hold? In what ways do Manitobans and residents value the regional landscape, particular features of it, and human occupancy and use in the region? What are their visions for this area and

human use, occupancy and relations to it? To what extent are Manitobans and residents in broad agreement in their values and where are the points of divergence? What ethical principles and approaches do they believe should govern the adjudication of differences?

ii) What is the state of various jurisdictional claims over the planning area, including federal, provincial, Aboriginal and citizen responsibilities, claims and rights?

iii) What is the extent of representation of natural areas and features in the planning area? What are the most promising candidate sites to complete the representation? How can appropriate buffering of and connection between sites be achieved?

iv) What areas are most valuable from the standpoints of wilderness recreation and naturalistic study?

v) What areas are most valuable from the standpoint of traditional land use?

vi) What areas are most valuable from the standpoint of ecotourism and cultural tourism potential?

vii) What areas are most valuable for various non timber forest products?

viii) What areas are most valuable for the forest, mining and hydro industries?

ix) What are the impacts on carbon sequestration by the forest under various scenarios?

x) What are the impacts of road access and hydro corridors on wildlife, fisheries, fire patterns and frequencies, hydrological regimes, etc.?

xi) What are the impacts of road access and hydro corridors on human communities?

xii) What are timber volumes available from various parts of the planning area under various harvest intensity scenarios?

xiii) What are the impacts on forest structures and functions of various harvest and access scenarios? What research and uncertainties underlie the answers?

xiv) What are the economic opportunities and potential for non-consumptive or minimally consumptive eco-tourism, adventure tourism, and cultural tourism opportunities?

xv) What are the economic opportunities and potential for non-timber forest products?

xvi) What are the economic opportunities and potential for timber and mining?

xvii) What are the compatibilities and potential conflicts between the above economic opportunities? What is required to make them sustainable enterprises?

xviii) What are the access issues facing the communities in the planning area, what is the full range of alternatives for addressing these issues, what are the dollar and non-dollar costs and benefits for each of the alternatives, which are technically, socially and economically feasible, and how do they impact other planning objectives for the region? Are there alternative ways to invest the cost of the contemplated all-weather road from the south that would provide greater net social and ecological benefit?

Recommendation 11: Host a workshop to scope out the research needs and questions for the planning exercise. The Model Forest and C-FIR help to organize such a function, since we have had considerable experience in doing that for our own programs.

59. Resources and timeline

Wide area planning for a significant portion of the province is obviously a major undertaking, which requires resources and time. Consider, for example, the level of effort required for an environmental assessment of a single industrial development, which can take well over a year, followed by hearings and review. Consider how long it has taken the Department of Conservation to reorganize itself. This planning exercise will require the assembling of more information than a typical long range forest plan EA and the creation of a new organizational structure. Experience in other jurisdictions suggests a four year time horizon is typical for such a process.

Recommendation 12: Commit adequate resources and time to the planning task.

East Side of Lake Winnipeg Planning Initiative
Nick Carter
March 15, 2001

I am writing to express some views on the approach to this planning exercise.

1) The process should not be rushed. Getting some form of cohesive input from the communities in the area will take time and special attention. Experience at South Indian Lake and in getting agreement on a form of governance for non-Treaty residents of the north makes me believe that we have to search for an individual in each community who is trusted to collect residents' views and to convey them to the Core Group – then you have to pay him or her and nurture interest. I hope the government sees that this exercise cannot be done effectively on a shoestring budget!

2) I agree with the arguments for including all of the natural regions 4b and 4c in the planning area. We are not in the process of looking only for the best fit of a road, power line or resource development. Since the government seems to endorse COSDI, and COSDI is entering our broader understanding the policy is to plan on an eco-system basis then to consider the development which is proposed (and make sure the detail is examined under a full Environmental Impact Assessment for each major project) to ensure that it does not militate against ecological sustainability.

3) The exercise must be very open – an interactive process which makes public every step you take and every finding you believe in. There must be ample opportunity for public discussion as drafts are produced (not forgetting that Winnipegers have as much interest in the province's future as the residents of the planning area and the agencies who want to develop its resources).

4) Do you have money for outside research? It seems to me that you'll need the help of a professional familiar with oral history techniques—maybe you also have to find a good old-fashioned community development expert who knows how to engage remote community residents in dialogue.

Anyway, I hope this helps. Sorry it is not typed.

Nick Carter

Position of the Canadian Parks and Wilderness Society - Manitoba Chapter on the Large Area Land Use Planning Initiative for Eastern Manitoba

1. Introduction

The Manitoba Chapter of the Canadian Parks and Wilderness Society (CPAWS Manitoba) has long been a proponent for the development of an ecologically based, large area land use plan for eastern Manitoba. Other CPAWS chapters have participated in large area land use planning processes in other regions of Canada, such as northern British Columbia, Yukon, and Ontario. CPAWS Manitoba has drawn on the experience of other CPAWS chapters and our own knowledge of large area land use planning in formulating our response to the Phase I of the Department of Conservation's Planning Initiative.

2. CPAWS Manitoba's position regarding the geographic scope of the planning area

As stated by the pre-consultation materials, "the proposed planning area boundaries extend from the Winnipeg River northward to Oxford House and from the shores of Lake Winnipeg to the Manitoba-Ontario border." It is our position that the proposed planning area is too small.

Recommendation #1

> CPAWS Manitoba recommends that at a minimum, the geographic scope of the planning area include all of natural region 4b - Precambrian Boreal Forest (Hayes River Upland) and natural region 4c- Precambrian Boreal Forest (Lac Seul Upland).

Reasons for Recommendation:

- At its information meeting with environmental community representatives, the pre-consultation team stated that the proposed planning area was chosen because it represents a region where the proposed all-weather road would be built. An ecologically based land use plan needs to be based upon ecological factors, not development pressures. The natural regions of Manitoba are based on ecological factors. Basing the land use study on the proposed planning area means that any chance of creating an ecologically sustainable land use plan will be lost even before the process starts.

- The COSDI Report states "The strong preference for the Core Group is to maximize the use of natural boundaries such as watersheds for defining the large area planning areas" (at p.21). The Government of Manitoba has adopted the COSDI Report. As such, it should follow one of the report's main recommendations regarding large area land use planning.

- Much of what remains of Manitoba's unallocated boreal forest is located in natural regions 4b and 4c. Planning for this entire forest ecosystem should be done at the same time.

- There are proposals for resource development in parts of natural regions 4b and 4c that are outside of the proposed planning area. However, these developments will have an impact on the ecological health of the proposed planning region. For example, the proposed hydro transmission line corridor does not originate in the proposed planning area, but would continue through the planning area. As well, there is a huge amount of diamond exploration occurring just to the north of the proposed planning area. Mining in this region could have a significant impact on the health of the remainder of the unallocated boreal forest in eastern Manitoba. Failing to look at the unallocated boreal forest ecosystem as a whole will do little maintain the "health of the boreal forest and waterways" (from East Side Planning Initiative Newsletter #1) in eastern Manitoba.

-One of the reported reasons why the pre-consultation team does not want to include all of natural region 4b in the planning area is because it would bring the City of Thompson and its concerns into the land use planning mix. When land use planning for natural region 4b occurs, Thompson's concerns will have to be addressed.

However, by not including 4b now, means that development can take place in the region. By the time land use planning gets there, much of the land may already be allocated.

3. CPAWS Manitoba's position regarding the pre-consultation phase of the planning process

The Land Use Coordination Office (LUCO) of the Province of British Columbia has produced an information paper entitled "Integrated Land Use Planning for Public Lands in British Columbia". With regard to pre-consultation, the paper states the following:

1.2.3 Consultation Before Action

Public involvement is a fundamental requirement of integrated planning. The purpose is to develop planning products that, to the greatest extent possible, are based on substantial effective agreement on a course of action. Planning recommendations that are supported by a wide range of interests generally result in more durable decisions.

Public involvement begins early in the process and provides for open communication between government and non-government participants at every stage. A wide range of methods are available . . .

CPAWS Manitoba is in agreement with LUCO's statement regarding pre-consultation. It is our position that given how the East Side pre-consultation process has taken place to date, the pre-consultation phase will not result in effective agreement regarding how ecologically based land use planning should occur for Manitoba's unallocated boreal forest. In order for the pre-consultation phase to increase its effectiveness, CPAWS Manitoba suggests the recommendations offered below be adopted by the Manitoba Government.

Recommendation #2

> To improve the pre-consultation phase of the land use planning process, CPAWS Manitoba recommends that a public registry for the pre-consultation phase be immediately created that contains, at a minimum, the following material:
>
> - list of all names of review panel members and their *curriculum vitae*
> - organizational chart for Phase I of the large area land use planning process
> - terms of reference for the review panel
> - list of meetings the review panel has had, either as the panel alone, with other government staff/departments, or with non-government participants
> - minutes of all meetings that have taken place, including of the review panel alone
> - copies of any reports or memorandum received or prepared by the review panel to date

Reasons for Recommendation:

-Proper land use planning is a highly participatory exercise. It requires that the public have access to all information used in reaching decisions. To date, the pre-consultation process has not been transparent.

- The secrecy of Phase I is contrary to *The Sustainable Development Act*. Guideline for Sustainable Development #3 from the Act states that Access to Information means "promoting the opportunity for equal and timely access to information by all Manitobans." Providing the above recommended information is in accordance with the Act.

- Support for the above recommendation can be found in the COSDI Report, which recommends that the public have early and complete access to all relevant information before resource decisions are made (at pp. 29 and 30).

Recommendation #3

To improve the pre-consultation phase of the land use planning process, CPAWS Manitoba recommends that prior to Phase II of the large area land use process proceeding, the pre-consultation team's report receive approval by the following steps:

- The pre-consultation team prepares a draft report.
- This draft report is forwarded to the Province's Round Table for Sustainable Development and to the Aboriginal Resource Council.
- The Round Table makes the draft report available to the public and provides 60 days for review and comment. Comments are to be returned to the Round Table.
- During the 60 day period, the Round Table provide an opportunity in Winnipeg and in an East Side community for verbal presentations to be made.
- After receiving all comments, the Round Table would direct the pre-consultation team to prepare a final report of recommendations.
- During the preparation of the final report, the Round Table would immediately make available all minutes of its meetings having to do with revisions/progress of the preparation of the final report.
- The final report would be received and approved by the Round Table and forwarded to the Minister of Conservation. The final report would also be made immediately available to the public.

Reasons for Recommendation

- The above recommendation is being made because the pre-consultation team indicated at a public meeting with environmental organizations that public review and comment of the team's report would not be allowed.

- The Department of Conservation has stated that they want interested groups to participate in the large area land use planning process. Without agreement by the participants as to how the process should be conducted, they are unlikely to take part in the process. Without wide-spread participation, the meaningfulness or acceptance of any land use plan that is developed is in doubt. For this reason, potential participants require a greater opportunity to shape the process than what is presently offered (e.g., providing input at one information meeting and on a one page comment sheet). As such, extensive comment and review of the proposed process are required.[1]

- The COSDI Report recommends that "Manitoba actively encourage proponents, including government, and require evidence from them, that broad, meaningful consultation has occurred and serious effort to resolve concerns has been completed before developments proceed further through the decision-making process" (at p. 31). The public may have concerns regarding the pre-consultation team's report to the Minister. However, if the pre-consultation team's report becomes the guiding document for Phase II of the land use planning process without any public review and comment, the overall decision-making process as recommended in the COSDI Report will have been dismantled.

Recommendation #4

The East Side pre-consultation phase develop a consultation process that allows for meaningful and effective consultation with First Nation communities and individuals.

Reasons for Recommendation

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[1] This point is in keeping with Guiding Principle #4 of "Building Consensus for a Sustainable Future" published by the Canadian Round Tables which states in part "All parties must have an equal opportunity in designing the process."

- Many non-aboriginals accept that using a "round table" format can result in effective public consultation. However, CPAWS Manitoba does not know whether the First Nation communities in Eastern Manitoba believe that a round table format will allow them to effectively participate in a process that could make significant decisions regarding their lands. CPAWS Manitoba does not want to endorse a consultation process that does not provide for effective consultation with First Nation communities and individuals.

- The COSDI Report, from pages 36 to 39, recommends that steps be taken to encourage and provide for increased Aboriginal peoples participation in environmental licencing and resource allocation decisions.

4. CPAWS Manitoba's position regarding "Guiding Principles" for the entire land use planning process

The planning area proposed by CPAWS Manitoba encompasses approximately 100,000 km^2 of relatively unfragmented boreal forest and pristine rivers and lakes. It represents a boreal forest ecosystem that is mostly undisturbed. As it is one of the last large contiguous areas of boreal forest that remains in the world, Manitoba has an opportunity and a responsibility to ensure that the East Side region continue to function as an ecosystem, capable of supporting all of the natural and human communities that reside within it, for now and for future generations.[2]

It is the position of CPAWS Manitoba that the final land use plan will provide for the preservation of the ecological integrity of the East Side planning area only if the land use planning process itself is founded on appropriate "Guiding Principles". Our recommendations regarding these principles follow below.

Recommended Guiding Principles for the East Side Planning Initiative

Guiding Principles recommendation #1

> 1. The lands and waters of eastern Manitoba contain a boreal forest ecosystem that is whole and fully ecologically developed. It must be recognized that human development activities will not add value to this existing natural system, but rather they will replace and destroy some of its parts. The most important outcome of the East Side Planning Initiative is the creation of a land use plan that ensures that the ecological integrity of this ecosystem is preserved.

Reasons for Recommendation

- CPAWS Manitoba has continued to ask for an ecologically-based, large area land use plan for Manitoba's East Side. We have always envisioned that this plan would put the needs of the ecosystem first. This approach would represent a change in the way Manitoba does business, which presently is to allow development activities to take priority over the ecological integrity of the ecosystem in which the development takes place.

Guiding Principles recommendation #2

> 2. The land use plan be ecologically sound, rather than simply a coordinated development plan.

Reasons for Recommendation

- As stated earlier, the main goal of the land use plan should be the protection of the region's ecosystem. It is the position of CPAWS Manitoba that to date, this is not the case, but rather the land use planning process is being presented as a way of facilitating future development in natural regions 4b and 4c. Evidence for this can be found in the East Side Planning Initiative Newsletter #1, which lists "maintenance of the health of the boreal forest and waterways" as simply another "important issue". Ecological integrity is given the same weight as the provision of remote access, forestry, and hydro-electric transmission. As such, preservation of the East Side ecosystem simply becomes another "interest" to be accommodated.

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[2] Adopted from the mission statement of the Yellowstone to Yukon Conservation Initiative.

- A land use plan meant to protect the East Side ecosystem first needs to determine what is required for that ecosystem to remain whole. That is the only "important issue". For example, it may be determined that woodland caribou, a keystone species of Manitoba's boreal forest and listed by COSEWIC in 2000 as "threatened" in Manitoba, need very large tracts of unfragmented wilderness in order to maintain sustaining populations. As such, very large tracts of unfragmented wilderness are needed to keep the East Side ecosystem whole. Such a result might preclude fragmentation of the landscape by roads or transmission corridors.

Guiding Principles recommendation #3-7

3. The way in which the land use plan proposes to protect the East Side ecosystem needs to be credible and defensible in terms of both western science and traditional ecological knowledge.

4. The planning process and the land use plan recognize aboriginal constitutional and treaty rights.

5. The planning process create a land use plan which promotes healthy communities whose economies are sustaining through the recognition that the communities' well-being is predicated upon a healthy ecosystem.

6. Effective and meaningful public participation be encouraged and facilitated throughout the land use planning process.

7. The entire planning process be adequately staffed and financed to produce a land use plan of which Manitoba can be proud.

5. CPAWS Manitoba's position regarding the proposed consultation model for the land use planning process

At its meeting with environmental organizations, the pre-consultation team discussed with those in attendance its proposed consultation model. At present, the pre-consultation team is proposing that a consultation model very similar to the one used during the COSDI process be used for East Side consultations. The COSDI process consisted of a "Core Group" and an "Advisory Group". The Core Group did most of the work and wrote the COSDI Report. The Advisory Group was made up of about 60 individual organizations. Its purpose was to provide feed back to the Core Group. As a member of the Advisory Group, CPAWS Manitoba wishes to report that the COSDI format for consultation was not effective, particularly for those who sat on the Advisory Group. Our main difficulty with the process was that it did not allow an effective and efficient way for Advisory Group members to receive and provide information or comments from or to the Core Group. As such, Advisory Group members had little input into the development of the COSDI Report.

Another problem with the COSDI process is that it did not provide for adequate public comment during the development of the COSDI Report. As well, it was promised that the public would at least be allowed an opportunity to comment on the final report. This formal public review never took place.

CPAWS Manitoba believes that refinement of the consultation process will be needed. It is also our position this refinement can effectively take place during the public review and comment period for the pre-consultation team's report, once a concrete consultation model is proposed. However, CPAWS Manitoba does have some specific recommendations regarding the East Side Round Table/Core Group.

Recommendations for East Side Round Table/Core Group:

1. There be at least 3 environmental representatives on the East Side Round Table.

2. The environmental community be allowed to choose at least one of its representatives.

3. One of the representatives on the East Side Round Table should be from the Province's Sustainable Development Round Table. However, this representative should not be considered an "environmental representative".

4. Individuals on the East Side Round Table must be able to represent interests, e.g. environment, industry, etc.

5. Per diems should be made available to East Side Round Table members.

6. Adequate financial, staff, and professional management resources need to be made available to the East Side Round Table.

7. The Round Table should be allowed to determine how it will arrive at consensus. However, before the Round Table begins its work, some ground rules need to be put in place for what should occur if the Round Table cannot reach consensus.

- The Round Table members should not be required to arrive at consensus on every issue. Requiring consensus before a decision/position/recommendation can be presented by the Round Table would allow one member to hold the Round Table hostage. What is required is a process where consensus should be encouraged. If consensus cannot be reached, then the disagreeing parties should have access to a mediator. Should mediation not be successful, the minority and majority should each be allowed to state their position to a final arbitrator, such as the Sustainable Development Round Table. This arbitrator then chooses which position to accept and recommend for inclusion in the final land use plan.

Recommendations for Effective Consultation:

1. A dedicated public registry for the East Side Planning Initiative be established. All documents the Round Table considers should quickly be made available in the registry.

2. The Advisory Group needs to have a more effective way of communicating with the Round Table than was allowed by the COSDI process.

3. Effective consultations would be furthered by the hiring of a person in each community to act as a liaison with the Round Table. This person would build rapport for the Round Table and the Land Use Planning Initiative in each community. That person would also be able to answer community questions and forward information requests to the Core Group.

Recommendation for a Decision Tree for final approval of the land use plan:

1. East Side Round Table writes a draft land use plan.

2. The draft plan be made available to the Minister, the Government's Interdepartmental Planning Committee, and East Side participants, for review and comment.

3. The Round Table prepares a revised plan, based on public review and comment, and present it to the Minister of Conservation.

4. The Minister asks the Clean Environment Commission to hold public hearings, pursuant to *The Environment Act*, to receive public comment on the plan.

5. The CEC prepares a report, makes recommendations regarding the plan.

6. The Minister of Conservation approves the plan (with or without modifications).

7. Individual developments/projects, if any, proposed to take place in the planning area apply for environmental licences and be subject to individual environmental assessment.

6. Conclusion

The East Side of Manitoba contains one of Canada's largest contiguous regions of pristine boreal forest. Without proper, ecologically sound, land use planning, this forest and the ecosystem it represents will be lost. Without an appropriate planning process, it will be difficult to arrive at an ecologically-sound land use plan. It is the position of CPAWS Manitoba that the adoption of the above recommendations will help create a process that is effective in preserving the East Side ecosystem.

East Side Planning Initiative
Canadian Nature Federation
March 12, 2001

Honourable Oscar Lathlin
Minister of Conservation
Room 333 Legislative Building
450 Broadway Ave.
Winnipeg, Manitoba
R3C 0V8

Dear Minister Lathlin:

Re: East Side Planning Initiative

This letter is written after attending a January 25 Winnipeg pre-consultation meeting regarding the East Side of Lake Winnipeg Planning Initiative chaired by department staff. About 25 members of the environmental community in Manitoba attended the session.

No terms of reference for this pre-consultation were available. No definition of land use planning was available. There were repeated references to over 60 stakeholders in the region, including First Nation and Aboriginal communities. Please excuse our surprise, but we thought government staff knew that First Nations are not simply stakeholders.

The three maps that were used in the meetings had the Areas of Special Interest for potential protected areas on the wrong map. They were on the Proposed Activity Map, which otherwise was clearly a development activity map. We note that this map had the options for Bipole III on it, though these were absent when the paper maps were delivered to our offices. None of the mapping information explained the protection standards or basis for protected areas status in the province. (Only one map of three was consistent on protected areas location and status.)

Prior to this meeting, our staff made phone calls regarding the schedule of meetings and were told there was no schedule.

The lack of terms of reference or identification of context and existing government commitments in the meetings that have been held can only cause confusion. In particular, our observation of various failed planning processes in Canada leads us to point out that if commitments to both environmental protection, and First Nations and aboriginal rights are not clearly identified at the start of a process then false assumptions are made.

The staff chairing the session were openly promoting the East Side Highway and the scoping study results, the construction of Gull dam and Bipole III, and the expansion of Pine Falls Paper Company operations. The overheads used in fact indicate that these development plans are the reason for the Planning Initiative.

Phony consultations are easy to identify. They have a bias, and other concerns/parties are forced to use their resources to make their case – even if there are clear rights, entitlements, and public policy or programming already in place. This pre-consultation to date has characteristics of a phony consultation.

We are particularly concerned about the lack of interest in discussing the geographic scope of the Planning Initiative. We, like other environmental organizations, support using the province's natural region system to include all of natural regions 4c and 4b in the Initiative. Our concern is that despite the assertion that the geographical scope of the Planning Initiative has not been decided, assumptions are already being made before any report receives public comment.

We urge you to confirm that there will be public review of the pre-consultation report from these meetings, verification of its contents, public comments – and a transparent process to arrive at an appropriate planning approach that will be adequately staffed, independent of any bias, with full use of our public registry system. These steps would hold the potential for a planning initiative that is credible, realistic in its objectives and timelines. In particular, the COSDI recommendations regarding public registry functions, (not just web-based) need to be activated immediately.

Yours truly,

Gaile Whelan - Enns
Manitoba Director
Wildlands Campaign
Canadian Nature Federation

CONCERN ABOUT THE DIRECTION THE EAST SIDE PLAN SEEMS TO BE TAKING

William O. Pruitt, Jr.

File: e-side-plan
Version: 010408

In my handout at the meeting of the MRTSD on 00-11-14 I outlined the data needed for a proper long-term plan for the East Side (Ecoregion 90). Please review these topics.

My moles in the Department of Conservation inform me that the activities there are still concerned mostly with non-sustainable, exploitive matters. These consist mostly of classification of clear-cutting areas by volume of wood, details of pre-conceived roads, even locations of dams. Sustainable matters such as Non Timber Forest Products and varieties of eco-tourism seem to be getting short shrift instead of being the foundation for the future.

I regret to conclude that the process of planning for the future of this huge chunk of Manitoba is on a track of non-sustainability and clearly requires reform. There is an old saying that if one is a hammer, then all the world looks like a nail. It seems that in this case if one is a forester then all the world looks like trees to cut down.

I propose that researching and assembling the Long Term Plan be put into the hands of knowledgeable outside group with an excellent reputation for such work. A few years ago I critiqued for the Innu Nation an Environmental Impact Assessment (EIA) of forestry in Labrador. This EIA was the best I had ever encountered (and I have written several of them). It stood head and shoulders above any others I had encountered. In fact, I wrote that this EIA was a textbook example of what a complete EIA should be. The Round Table and the East Side will be much better served by hiring such an independent group to research and develop a Long Term Plan for the East Side.

The group I refer to is the Silva Forest Foundation, headquartered in British Columbia. They have had extensive experience in British Columbia (where they manage some very large areas of forest) and also in other parts of the world.

East Side Land Use Planning Initiative
March 20, 2001
Tembec

Mr. Blair McTavish
Policy Co-ordination Branch
Box 38
200 Saulteaux Crescent
Winnipeg, Manitoba R3J 3W3

Dear Blair:

Tembec's vision for the east of Lake Winnipeg is one that reflects acknowledgement of the diversity of public values. Our vision is one of balance that includes ecological values through sound forest management and protected spaces, and economic opportunity for the region and its people. The unique features of this area should be adequately protected. The land use planning initiative could play an important role in implementing this vision. In response to Government of Manitoba's East Side Land Use Planning Initiative, please find below Tembec's thoughts on the process.

Developing of the Planning Process

1. Tembec and our partners to Gas-bi-mooka"ang Sawmill and Kiiwetino Ma"iingan Shared Forest Stewardship Company known as the First Nation Limited Partnership (FNLP) should be given full opportunity to review details of this proposed land use planning initiative and provide input on behalf of their shareholders. This same opportunity should be given to First Nations communities, representatives of conservation organizations, and groups representing other economic and public interests.
2. A full opportunity to review the 'Draft Terms of Reference' should be provided to Tembec and the above-mentioned parties in #1.
3. FNLP and Tembec should be provided with a membership position on the Round Table.
4. The East Side Land Use Planning Initiative should have a reasonable start date and end date. Based on the experience of other jurisdictions, this land use plan should be completed within three years from the date it starts. Further, this exercise should start no later than June 1, 2001.

Proposed Land base

5. The study landbase should focus on the area north of the Bloodvein River. As the Manitoba Government has stated in announcing the East Side Planning Initiative, "future land and resource allocation and proposed developments must address social, environmental, health, cultural and economic needs of local communities, First Nations and various stakeholders".

   Land use issues have been formally addressed in existing forest management allocations.

Other Issues

6. A process considering First Nations project requirements should continue.
7. Any work completed in this area as part of the "Network of Protected Areas Strategy" previously lead by the Parks Branch of Manitoba Conservation be incorporated into this exercise so that it is completed as part of the East Side Land Use Plan.
8. The historical and traditional rights and values of First Nations in the land use planning area should be given due consideration.
9. A planning framework for forest resources should be adopted by Manitoba—such as Ecosystem-Based Management or Sustainable Forest Stewardship.

On behalf of Tembec, we appreciate the opportunity to submit this proposal and look forward to a formal face-to-face meeting with the lead planning group at their earliest convenience.

Sincerely,

W. D. Snell, Tembec
Forest Resources Management
Pine Fall Operations

cc First Nation Limited Partnership Board of Directors
Gaa-bi-mooka"ang sawmill Board of Directors
Kiiwetino Ma"iingan Board of Directors

Comments for report on Phase I of the East Side Planning Initiative
Canadian Nature Federation
May 16, 2001

Mr. Blair McTavish
Director
Sustainable Resource Management Branch
Manitoba Conservation
200 Saulteaux Crescent
Winnipeg, Manitoba R3J 3W3

Dear Mr. McTavish:

This letter follows our conversation of Friday April 27, 2001 and contains the comments from the Canadian Nature Federation which will appear in your report on Phase I of the East Side Planning Initiative. Based on your correspondence to our office and our conversation we determined that you had 'comments' from us which you were not going to use in your report. These were based on ministerial correspondence. This letter contains our comments for your report.

We assume our comments will be used verbatim as provided below. Please acknowledge the receipt of this letter - and advise our office when the Phase I for the East Side Planning Initiative report will be available. We would suggest that you let all participants in the Phase 1 meetings know ASAP what the process for posting, public review and comments on the report.

It is our assumption that this correspondence will be posted with all other correspondence and response from Phase I of the Initiative.

Coalition for Sustainable Land Use Planning
The Canadian Nature Federation supports the recommendations of the Coalition for Sustainable Land Use Planning as provided to the government of Manitoba during 1999 and 2000 (attached). We assume those recommendations will be included in the Phase I report elsewhere as they were cited and referred to during the January 25, 2001 meeting with the environmental community.

Plan First
It is consistent with the COSDI report, as adopted by the Manitoba government, to undertake a planning exercise prior to any further allocation of resources. Also a forced time frame or forced outcomes from a public planning exercise would display bias or preference. Page 6 of the COSDI report states that a framework for large area and municipal planning should "[e]nsure . . . that planning drives development, as opposed to development driving planning".

Geographical Scope
The geographical scope of this planning initiative should include all of the East Side of Manitoba, on a natural region basis (which are consistent with national eco-regions, and watershed structures), that includes crown lands in:
… natural region 3, -Hudson Bay Lowlands
… natural region 4c, the Precambrian Boreal Forest - Lac Seul Upland
… natural region 4b, the Precambrian Boreal Forest - Hayes River Upland
… natural region 5c, Manitoba Lowlands - Lake of the Woods

This recommendation is consistent with the stated aim of an ecological base for the planning scope. Planning goals or allocations of resources in natural regions 4c will clearly affect all communities and the land/water scapes in the natural regions above, and vice versa. It is impossible to plan in isolation to both benefits and impacts on other communities or regions. Our January 2, 2000 letter to Honourable O. Lathlin is attached. We still recommend the inclusion of both Integrated Wood Supply Areas for all phases of the initiative from pre-planning to goal setting, etc.

Ecological Base for Planning
The planning exercise should be ecologically based in its information base, and objectives or goals. This goal in the Terms of Reference would state: 'the planning exercise will ensure the maintenance of all ecosystem function and services and diversity of species at current or improved levels.' (Species or ecosystems already in decline should not be taken as being a norm, but identified with a planning goal for restoration.)

Independence Essential/Resources Needed
Independence from other government roles and activities is essential for any staff person providing resources, information or services to the Initiative. It is especially important for staff to be a resource to this process, not to guide or direct the activity, function as if they are a stakeholder. An independent non-governmental chair, with adequate technical supports is also essential for credibility of process and outcomes that can be applied.

Access to Information
Public access to information at each stage of the planning initiative, with public (not only electronic) posting of minutes, reports, schedules, options, and comments during both consultation and review processes is essential. Public and timely access to any technical or scientific or mapping material viewed or used in the Initiative will be necessary for a credible process. We recommend immediate action on the COSDI report's recommendations regarding access to information, with continuation throughout the Initiative. Public and community access to existing data and studies regarding the East Side will need to be built into Terms of Reference, and Access guidelines. These steps can start with the review steps for the report on the January to May 2001 pre planning meetings.

First Nations Consultation Guidelines
First Nations consultation guidelines for the government of Manitoba are an outstanding commitment that are needed for a variety of current decisions including for this Initiative. Standards and consistency for interaction and consultations with First Nation communities need to be put in place in Manitoba. We would suggest that a registry for consultants' activities would also provide communities and citizens with a better understanding of who is providing services or speaking for the government of Manitoba (see COSDI pg. 38).

Definitions and Terms of Reference
We expect the Phase I report to contain a clear definition for land use planning. Terms of Reference which include objectives for the planning initiative, acknowledging the public interest in these tracts of public lands and waters. Definitions and terms of reference to guide the initiative are the starting point. These Terms of Reference should also include *existing* commitments and objectives for the geographic scope - that is identification of current obligations on the part of Manitoba. We urge Manitoba to support the precautionary principle as it is referenced in national legislation and various international agreements in these Terms of Reference. (see also COSDI pg. 21).

Goal Setting First
A community and public interest Phase of the Initiative would be most productive for future decision making if it resulted in goal setting for the ecosystems and communities in the geographic planning area with identified steps to identify goals, barriers to achieving certain goals, and requirements for decision making based on those goals. This would mean that a policy framework for future decision making in relation to Land Use Planning can emerge in Manitoba and in particular for the East Side. Without goal setting and a policy framework a risk emerges - that short term thinking and assumed benefits would become a priority at the cost of ability to undertake long term planning for the whole forest lands and waterscape, for all communities affected, and for a whole, diversified, community lead economy. A simple test applies. If the Initiative becomes a development driven exercise then short term planning for economic benefit of some parties and some aspects of the economy will result

Equity & Sustainability

Sustainable Development and sustainability (not always the same thing) have three inter-dependant and inter-related elements. Economic factors, Environmental factors, and Social Equity factors. All three are part of any successful, transparent consultation, policy framework, or decision making process that claims to be sustainable. An ecological framework for land use planning implies that sustainability will be operational on long time horizons where all three factors are integrated on a functioning basis. In fact, when sustainability is achieved, spin-offs or benefits in all three spheres increase. Access to information and assured ability to participate are essential for social equity to be achieved. This Initiative's process will need to fulfill its terms of reference and objectives, or the outcomes will not be sustainable. In turn the Initiative's terms of reference will need to support sustainability, including social equity and ecological integrity or the outcomes will not.

Environmental Assessment & Biophysical Information

Those lands and waters currently impacted by development within the recommended geographic scope of the undertaking have never been assessed for cumulative impacts. We have no mechanism in Manitoba for anything other than environmental impact projections provided for licensing purposes. Implicit in the next Phase of this Initiative is a commitment for ongoing follow up and environmental assessment - perhaps also economic and equity assessment - of the fulfillment of the goals established. A planning exercise of this kind potentially becomes worthless if there is no follow up intended. Establishing a set of benchmarks connected to planning goals becomes a main tool of the exercise, and is built on the assessments products required. A scan of the state of the geographic scope for the Initiative, with full mapping and access to information would be an appropriate start.

Climate Change - Carbon Inventory Needed

Any planning initiative undertaken in forest landscapes and regions will need to take Climate Change into account. This will include an ability to project impacts from fire, based on new models, while identifying other potential climate change impacts. A full carbon inventory with budgets to show loss or release of carbon, sequestration services, weather mitigation, and impacts or benefits from any decision scenario is a primary tool for future decision making in our forest natural regions. A stated objective for the next Phase can be identification of current and potential climate change impacts. Manitoba needs to be able to apply these factors to planning, including for this Initiative.

Information Needed/Learning

Conducting the Initiative in a culture of research, information access, and learning can lead Manitoba society to a strengthened basis for public lands decisions in the future. Examples of concepts and information to apply to planning include: ability to identify carrying capacity for any ecosystem while setting clear goals regarding maintaining natural capital (no net loss objectives), and building social capital. These are examples of elements essential to ecologically based planning.

Protected Areas Goal

Our comments here are predicated on the assumption that the government of Manitoba will continue all of its efforts to complete the network of protected areas in Manitoba, including within the natural regions and geographical scope of the Planning Initiative, using the same quality of representation science services and ecological design. Government of Manitoba commitments to complete Manitoba's network of protected areas are among the obligations identified for these natural regions. To date none of the natural regions which we identify and recommend for the geographic scope of the Initiative has complete representation or a complete network of protected areas. We also make our comments based on the assumption that consultations for protected areas establishment in Manitoba will be ongoing - and that this Initiative does not replace those consultations.

Development Intentions

We suggest that development intentions or wishes are not part of the next Phase of the Planning Initiative. Any party or individual who benefits from or is associated with any of these development intentions must be clearly

identified in all proceedings. Transparency in these matters will also assist credibility and the outcomes. Perhaps this is a three part Initiative. See our comments above.
Phase One has been the pre planning meetings and report containing these comments with review to arrive at a process model. Phase Two is the goal setting and policy framework consultations, based on clear definitions and terms of reference. Phase Three is the consultation regarding application of those goals to the geographic scope of the Initiative.

Yours truly,
Gaile Whelan Enns
Manitoba Director
Wildlands Campaign
Canadian Nature Federation

Attachments:
… Coalition on Sustainable Land Use Planning - Consensus Presentation (December 9, 1999 meeting with Hon. O. Lathlin)
… January 2, 2000 letter to Hon. O Lathlin from the Coalition for Sustainable Land Use Planning
… Government of Manitoba *Action Plan for a Network of Protected Area*
… *'Large Area Land Use Planning for Manitoba'* - Executive Summary containing definitions

Large Area Land Use Planning Initiative – East Side Manitoba
Boreal Forest Network, CPAWS Manitoba, Canadian Nature Federation
August 23, 2001

Honourable Oscar Lathlin
Minister of Conservation
Room 333 Legislative Building
450 Broadway Ave.
Winnipeg, Manitoba
R3C 0V8

Dear Sir:

We are writing to voice concern about the delay in the release of the report for Phase One of your government's East Side Planning Initiative. It was to have been released in May 2001. Currently, there has been no formal indication of the status of release of the report for review. Please ask your staff to advise our organizations when the Phase One report will be released, its method of distribution, and proposed time period for public review and comments.

Of additional concern to our organizations is the paucity of public information regarding the terms of reference and definitions which have guided the planning initiative to date. The potential for this initiative in terms of the future sustainability of Manitoba's ecosystems, communities, and economy are tremendous. It is our organizations' continued position that this potential can be realized through the creation of an effective and ecologically sustainable land use plan. To arrive at such a land use plan requires that the process be guided by ecologically and culturally meaningful terms of reference and definitions which are clear and unequivocal. Our organizations have provided you and your staff with specific recommendations for terms of reference for the planning initiative. Our interest, suggestions and offers to participate have been based on support for a land use planing process that will ensure protection of the environment and enhancement of community health. We would like to continue to support the land use planning process. This is becoming more difficult as we still have not been informed of the basic guiding principles.

We would appreciate an early opportunity to meet with yourself again so that we may discuss the land use planning process. Please ask your staff to arrange a meeting with our organizations through the offices of the Canadian Nature Federation, 947-3400.

Sincerely,

Scott Kidd Conservation Director CPAWS Manitoba	Gaile Whelan-Enns Manitoba Director, Wildlands Campaign Canadian Nature Federation	Don Sullivan North American Coordinator Boreal Forest Network

cc Honourable Gary Doer, Premier of Manitoba
Honourable MaryAnn Mihychuk, Minister of Industry, Trade &Mines

Further Comment on the East Side Planning Process
Peter Miller
September 22, 2001

Mr. Blair McTavish
Sustainable Resource Management Branch
Box 38 – 200 Saulteaux Crescent
Winnipeg, Manitoba R3J 3W3

Dear Mr. McTavish

Thank you for your invitation for further comment on the East Side Planning Process.

The main point I wish to underline is that, in order to achieve an optimal process and outcome, *there needs to be independent professional facilitation of a shared decision-making process with an adequate level of support for information, research, communication, and participating caucuses.*

Manitoba has now initiated such a process to address forest allocations and related issues in the "Southern Area" of the Tolko FML under the auspices of the Manitoba Clean Environment Commission, employing the services of Gerald Cormack and Glenn Sigurdson. One two-day workshop held earlier this month accomplished much of the "Phase 1" objectives of securing assent from various parties to continue and some scoping of the issues and concerns, along with training in the principles of shared decision-making. I am convinced that independent professional facilitation will prove to be the most cost- and time- efficient way to have a productive multi-stakeholder dialogue and the most likely to achieve a mutually satisfactory result.

I propose that your committee review some of the participants in the "Southern Area" process (a number of whom are in your department) regarding their perceptions of and comments on the process so far. You may wish to wait until after our second meeting October 3rd and 4th. [Indeed, you might also want to request observer status for that meeting.] You can obtain the background instructional materials from the Clean Environment Commission.

So far, Phase 1 of the East Side Initiative has been conducted by meeting separately with different caucuses. Before an overly prescriptive blueprint for Phase 2 is adopted, it might be helpful to have your findings to date discussed at a facilitated workshop at which some members of the different caucuses meet with one another to see which recommendations achieve mutual assent. One of the principles of a shared decision-making model is that participants have a hand in crafting together the procedures that will guide them.

Best Wishes
Peter Miller

Phase One Report – East Side Planning Initiative
Boreal Forest Network, CPAWS Manitoba, Canadian Nature Federation
October 1, 2001

Honourable Oscar Lathlin
Minister of Conservation
Room 333 Legislative Building
450 Broadway Ave.
Winnipeg, Manitoba R3C 0V8

Dear Minister:

We are following up on our letter of August 23, 2001. It is unfortunate that we have not had the meeting with yourself requested at that time. That letter and this are our response to requests from your department for further comments about Phase One of the East Side Planning Initiative. We assume that all other previous written comments from our organizations and our August 23 letter and this letter will be included in the Phase One Report.

We appreciated receiving confirmation of your intent to have transparent public review of the Phase One report prior to final decisions regarding the model and approach for the planning initiative. As is the case with environmental assessments and licensing reviews conducted under the Manitoba Environment Act, we expect that all comments received during and after the comment period will be placed in public registries. Further, that distribution of these comments and all other documents, reports, and technical materials regarding the planning initiative will be thorough and widespread. Any suggestion to limit access to information by relying on the Internet is a contradiction of community participation standards and the COSDI report recommendations regarding access to information. It is our continued position that effective and meaningful public participation is central to any valid land use planning process. Establishing the means for such public participation today, before the public review of the Phase One report begins, is important to the well-being of the entire East Side land use planning process. These steps would demonstrate to all parties that may participate in or be affected by the land use planning process that meaningful public participation comes first, and is not simply an afterthought. Finally, it should be noted that to date there has been no access to information regarding earlier responses and comments about Phase One, despite most of a year passing.

Given we have not received an answer to our August 23 letter, at this time we feel it is important to indicate that our organizations are determining the essential elements regarding participation in a valid planning process for the East Side, in order to produce and ecologically sustainable land use plan. These elements will be further to the consensus items of the Sustainable Land Use Planning Coalition. We would like to meet with you to discuss these elements and their importance to the land use planning process. As we stated in our letter of August 23, "To arrive at such [an ecologically sustainable] land use plan requires that the process be guided by ecologically and culturally meaningful terms of reference and definitions which are clear and unequivocal."

Many aspects of the planning initiative remain unclear. It is our hope that the Phase One report will correct these omissions and provide a framework and standards to make this initiative valid and productive. Essential elements of a valid East Side land use planning process include:

- The East Side planning initiative to encompass the lands and waters in natural regions 3, 4b, 4c and parts of 5c.

- Appropriate and meaningful participation by First Nation communities.

- An ecological base and full technical information to be used.

- All records, reports, document, etc. to be accessible and made public on a timely basis.

- A clear mission or goal statement, with terms of reference, which states that the most important outcome of the East Planning Initiative is a land use plan that ensures the ecological integrity of the East Side ecosystems is preserved.

- Definitions regarding land use planning to be enunciated in the Phase One report, and to be part of the framework for this initiative. Such a framework would be clear about all values and objectives for the landscape, communities and waterways.

- Avoidance of significant development expansion, new agreements, or license alterations or licenses prior to the planning process. (Such actions prior to or during the last use planning process would create artificial benchmarks and create conflict among developers).

- That adequate time, information, and staff resources are available for an independent process that is not housed in any one department or subject to internal government alteration.

Our organizations, subject to recommendations contained in previous communications with you and your department, continue to be supportive of an ecologically-based land use planning process for the East Side. Thank you for giving your time and attention to our letters and request for a meeting.

Sincerely,

Don Sullivan
North American Coordinator
Boreal Forest Network

Scott Kidd
Conservation Director
CPAWS Manitoba

Gaile Whelan-Enns
Manitoba Director,
Wildlands Campaign
Canadian Nature Federation

cc Mr. Norm Brandson, Deputy Minister, Conservation
Mr. Dave Wotton, Assistant Deputy Minister – Programs
Mr. Blair McTavish, Director – Sustainable Resource Management Branch

East Side Lake Winnipeg Planning Initiative
Indicator Explorations Ltd.
October 10, 2001

Mr. Blair McTavish
Sustainable Resource Management Branch
Box 38 – 200 Saulteaux Crescent
Winnipeg, Manitoba R3J 3W3

Dear Mr. McTavish

I appreciated receiving Minister Lathlin's letter inviting comments on the East Side Lake Winnipeg Planning Initiative. Indicator Explorations Ltd. and Manitoba Prospectors and Developers Association Inc., of which I am a director, would certainly like to participate in the initiative.

I note that the map in the Issue #1 Newsletter shows that the area covered by the initiative will include the Knee Lake, Gods Lake Oxford Lake area where a promising major regional diamond exploration program commenced recently. Major diamond companies De Beers, BHP and Kennecott and several smaller parties, including Indicator Explorations, have large exploration permits in the area. It is possible that bodies of kimberlite, the most common diamond host rock, are present throughout much of the area to be covered by the planning initiative, given the fact that the NWT kimberlite "province" (including the Ekati Diamond Mine kimberlites), for example, is more than 300km side. I suggest that the Manitoba Government should at least conduct reconnaissance kimberlite indicator mineral sampling (10km interval samples?) over all of the northern half of the planning initiative area. It should surely be a priority to determine the location of potentially diamondiferous kimberlites sooner rather than later, considering land use Planning is underway.

Sincerely,

Indicator Explorations Ltd.
John Lee, P. Geo.
President

Copy: Dr. Christine Kaszcki

East Side Lake Winnipeg Planning
The Mining Association of Manitoba
October 15, 2001

Mr. Blair McTavish
Sustainable Resource Management Branch
Box 38 – 200 Saulteaux Crescent
Winnipeg, Manitoba R3J 3W3

Dear Mr. McTavish

Further to Minister Lathlin's letter of September 6, 2001, the Mining Association of Manitoba notes the comments made with respect to the planning processing. Specifically that:

- Mineral exploration and development in the planning area will continue as per existing established processes and procedures;
- The Province will continue to provide "security of mining tenure" by honouring existing and future mining land use, access and development rights;
- The mining sector will have the opportunity to participate in the east side planning initiative; and
- The mining sector will have, at minimum, representatives on the East Side Stakeholder Review Committee.

We certainly appreciate the support the Minister has made toward continuing to support the integrity of the existing planning process and we wish to confirm our wishes to be a part of the East Side Planning Initiative.

We are interested in having a representative on the East Side Stakeholder Review Committee. I will be contacting you to explore the time and resource commitments required for this committee.

Sincerely,

Ed Huebert
Executive Vice President

Cc Dr. Christine Kaszycki
Tom Lewis, Chair Exploration Committee
Peter Vanstone, Chair MELC

APPENDIX 5
SUBMISSIONS RECEIVED ON THE DRAFT NOVEMBER 6, 2001 PHASE I REPORT

1. Concern regarding inclusion of memorandum sent by William O. Pruitt, Jr. to members of the Manitoba Table for Sustainable Development. William O. Pruitt to Blair McTavish. November 18, 2001.

2. Letter re East Side of Lake Winnipeg Draft Planning Report. Scott Kidd, Canadian Parks and Wilderness Society to Honourable Oscar Lathlin. November 14, 2001.

3. Joint letter re Review Period, Draft Phase One Report – East Side Planning Initiative. Scott Kidd, CPAWS Manitoba, Gaile Whelan-Enns, Canadian Nature Federation, and Don Sullivan, Boreal Forest Network. November 30, 2001.

4. Joint letter re Public Registries – East Side Planning Initiative. Scott Kidd, CPAWS Manitoba, Gaile Whelan-Enns,Canadian Nature Federation, and Don Sullivan, Boreal Forest Network. November 30, 2001.

5. Joint Letter re Meeting with Round Table Ministers / East Side Planning Initiative. Scott Kidd, CPAWS Manitoba, Gaile Whelan-Enns, Canadian Nature Federation, and Don Sullivan, Boreal Forest Network. November 30, 2001.

6. Comments from Peter Miller, Centre for Forest Interdisciplinary Research, University of Manitoba to Blair McTavish via e-mail. December 10, 2001.

7. Letter re Review of the Draft Phase One Report – East Side Planning Initiative. Don Sullivan, Boreal Forest Network to Honourable Oscar Lathlin. December 11, 2001; enclosure – letter Eamon Murphy, Woodward & Company, Barristers & Solicitors to Don Sullivan, December 5, 2001.

8. Letter re Summary of Comments and Recommendations from Phase 1 Discussions" Broad Area Planing Initiative. Dr. W.L. Everett, Manitoba Hydro to B. McTavish. December 12, 2001.

9. Joint letter re East Side Planning Initiative – Draft Phase One Report – Comments - . Scott Kidd, CPAWS Manitoba, Gaile Whelan-Enns, Canadian Nature Federation, and Don Sullivan, Boreal Forest Network. December 19, 2001.

10. Letter re Eastside Lake Winnipeg Phase 1 Board Area Planning Initiative – Chief Vera Mitchell, Poplar River First Nation. December 19, 2001

11. Letter Bill Snell, Tembec, to Blair McTavish re Comments on "Summary of Comments and Recommendations from Phase I Discussions" – East Side Lake Winnipeg Land Use Planning Report – December 20, 2001.

12. Letter re Comments on draft East Side Planning Initiative Phase One Report – Donald S. Norquay, Assistant Deputy Minister, Transportation Policy, Planning & Development Division. December 21, 2001

13. Letter Gaile Whelan Enns, Canadian Nature Federation, to Honourable Oscar Lathlin, re Public Review of Draft Phase One Report – East Side Planning Initiative – December 31, 2001.

14. Letter Garry T. Miller, Hunt Miller & Combs, to Honourable Oscar Lathin, East Side Planning Initiative – Draft Phase One Report, January 4, 2002.

15. Letter from Doug Lauvstad, Chair, Planning & Assessment Committee, Manitoba Round Table, to Honourable Oscar Lathlin re Review of Phase 1 Preliminary Discussions on the Broad Area Planning Initiative for the East Side of Lake Winnipeg – January 14, 2002.

16. Letter from Scott Kidd, Canadian Parks and Wilderness Society to Blair McTavish re East Side Planning Initiative – Draft Phase One Report – Comments – January 15, 2002.

17. Issue Paper No. 4. Aboriginal Resource Council's (ARC) Response to the Draft East Side Lake Winnipeg Phase I Preliminary Discussions "Summary of Comments and Recommendations From Phase I Discussion" Broad Area Planning Initiative.

18. Petition Received by the Honourable Oscar Lathlin, re East Side Planning Initiative – Draft Phase One Report.

Draft of Phase 1 Preliminary Discussion of the Broad Area Planning Initiative for the East Side of Lake Winnipeg

Dr. William O. Pruitt, Jr.

November 18, 2001

Mr. Blair McTavish
Policy Coordination Branch
Box 38 - 200 Saulteaux Crescent
Winnipeg, Manitoba R3J 3W3

Dear Mr. McTavish:

Thank you for sending me a copy of the Draft of Phase I Preliminary Discussion of the Broad Area Planning Initiative for the East Side of Lake Winnipeg.

I have considerable concern about the fact that you included in this document a memorandum I had sent to members of the Manitoba Round Table for Sustainable Development; not only the memorandum (your p.91) but also an incomplete quote taken from it (your p.12). If you had included in your Draft all of the memoranda I have sent to the MRTSD on this subject the implications of my comments would have made sense.

Consequently, I request you include copies of the following enclosed items in the final version of your Phase I report:

(1) "Research and Data needed...." by W.O. Pruitt
(2) "The Taiga Environment in Manitoba ("Thoughts on the East Side")" by W.O. Pruitt
(3) "Ecosystem-Based Forest Planning: An Alternative to Industrial-Scale Logging," by Herb Hammond.

Thank you for your time.

Yours sincerely,

William O. Pruitt, Jr.
Member, MRTSD

c: letter, Hon. Oscar Lathlin, Minister
encl. "Research and Data Needed..."
"The Taiga Environment in Manitoba..."
"Ecosystem-Based Forest Planning..."

Research and Data Needed for Long-Term-Plan (LTP) for the East Side (Eco-Region 90) Attachment to Dr William O. Pruitt's letter

File: Round-Table, Eco-90(1)
Version 00 11 14

GIS data for map:
- Boundaries; topographic classes
- Watersheds and drainages (including especially bogs and bog lakes)
  - Runoff (amounts, seasons, water quality)
  - Rivers (rapids, falls, good whitewater)
- Soils and bedrock
- Vegetation types
  - Forest cover (including stratified bog forest types)
  - Canada Land Inventory forest types (including stand densities and types)
  - Index species for types of forest floor vegetation
  - Rare, endangered, threatened species of plants

- Animals
  - Locations of nesting colonies, staging and migration routes of birds.
  - Locations of nests of Eagles, Ospreys, Grey Owls, Shrikes, etc.
  - Mammals: distributions of Whitetail Deer, Woodland Caribou, Moose, Bear, Wolf, Marten, Fisher, Cougar, Lynx, Wolverine, Woodchuck, Skunk, Coyote
  - Caribou (fawning places, rutting grounds, winter range)
  - Moose (" " ")
  - Wolf (known pack ranges, dens)
  - Cougar (known sightings, dens)
  - Wolverine (known sightings, dens)

Development of Master Plan for entire Eco-Region 90

- Wilderness areas
- Research Reserves (including year-round caribou reserves)
- Parks (Provincial, National)
- Heritage Rivers
- Historic Sites and areas (including Aboriginal areas for gathering, special interest sites, etc.)
- Wildlife Management/special Forestry areas
- Eco-tourism bases, sites, routes, special areas
- Critical examination for actual need for all-weather roads
- Critical appraisal of justification for proposed expansion of PFPC mill and wood Supply.
- Analysis of alternatives (e.g. – increase in use of recycled paper)
- Analysis of funding (presence of long-term availability and stability),
- Market analysis by independent body. Discuss concept of "carrying capacity" of humans in East Side endeavours of different types.

The Taiga Environment in Manitoba
("Thoughts on the East Side") William O. Pruitt, Jr.
Attachment to Dr William O. Pruitt, Jr. letter

Version: 01 11 14
3,053 words

For 9, 000 years the land east of Lake Winnipeg has grown forests, filled in bogs with peat, flushed clean, cold water down its streams and rivers into the Big Lake. This body of water was first Glacial Lake Agassiz, which transformed into Lake Winnipeg. The forests accumulated carbon compounds in trunks, branches and leaves, with rotted down into thick humus and duff. The bogs accumulated carbon compounds in the form of peat. Not only carbon accumulated, but raw energy was stored in the chemical bonds that held the compounds together.

Feeding on the masses of humus and duff were hordes of invertebrate animals: springtails, mites, earthworms and beetles and feeding on these herbivores were hordes of spiders, centipedes, millipedes and al sizes, shapes and colours.

Feeding on the invertebrates, as well as on the masses of green moss, lichens, flowering herbs and tree seedlings were the mammals. Sizes ranged from tiny shrews, deer mice, many kinds of voles, to squirrels and hares. Populations waxed and waned in intricate dances in responses to summer rain or drought, severity of fall and spring Critical Periods, thickness and duration of winter snow cover.

Larger mammals also fed on the various green herbs, lichens and twigs and buds of trees. White-tailed Deer ("jumpers") periodically invaded from the south, controlled by thickness of winter snow cover. Populations of Moose waxed and waned and shifted in response to forest succession after fires. Snow cover was rarely thick enough to cause the long-legged Moose to shift their range.

A more intricate dance was performed by bands of Woodland Caribou. Occasional lightning-caused fires denied them stretches of woodland hung with their basic food, the drooping arboreal lichens. For nearly half a century after a fire the Caribou avoided these old burns in the snow season, until the arboreal and ground lichens recovered. The details of the snow cover, its duration and thickness as well as the hardness of each layer, acted almost like fences and controlled the winter distribution of Caribou.

The Caribou began most winters by feeding on arboreal lichens and ericaceous plants in the vast areas of bogland that supported thin or open forests of tamarack and black spruce. These trees are growing under poor site conditions and are spindly and "unthrifty." A tree 5 or 10 cm thick might be 150 years old, but it supported a lush growth of pendulous arboreal lichens. The Caribou fed and bedded preferentially in these lichen-rich bogs until the storms of late winter thickened and hardened the snow cover so that walking was hindered. Then the bands moved to adjacent rocky ridges and fed on ground lichens excavated by pawing through the snow cover.

In occasional winters the snow cover in the 50-year old burned stands was too thick or hard for comfortable digging and the bands moved until they encountered an area of large pines and spruces (so-called "old-growth forest"). Here the crop of ground lichens was not as thick as in the younger stands but the snow cover was softer and easier to excavate.

Thus, the Caribou required a mix of landscape and forest types: the arboreal lichens of the unthrifty trees on the bogland, thick ground lichens on the rocky ridges with 50-year old forest and the old-growth forest with softer snow cover.

Other mammals, higher on the food chain, also inhabited the region. Two kinds of Weasels fed on Mice and Voles, Marten fed on Voles, Grouse and Squirrels, Fisher fed on Hares, Grouse and Marten, Lynx fed on Hares, Grouse and other ground-nesting birds. Coloured Fox were not common because they were, themselves, fed on by Lynx and Wolves.

Wolves fed preferentially on White-tailed Deer in winter because they were small and relatively easy to catch. In summer, Wolves fed mostly on Beaver. Moose were scarcer and, moreover, were fearsome beasts that required pack cooperation and skill to bring down. Because these two species of herbivores lived in habitats quite different and usually separated from thos inhabited by Woodland Caribou, Wolves rarely encountered Caribou. A study on the East Side has shown that Caribou remains appear in only about 1 or 2 percent of Wolf scats. During the study the researchers reported finding, several times, aircraft ski tracks on a lake, stopping at a pile of Caribou guts, legs and head. That 1 or 2 percent could have come from Caribou remains scavenged from such poacher-killed animals. This entire system of rocks and water, plants and animals makes up the taiga or "boreal forest.'

Aboriginal people were enmeshed in this ecosystem, also. Their home villages were usually where the major rivers emptied into the Big Lake. Such sites enabled them to fish through the ice of the Big Lake, net whitefish and suckers as they swam up the rivers to spawn and to have ready access to the rivers and trails that led into the uplands. The people used a wide variety of foods and products of the taiga. They harvested many species of plants for food, condiments and medicines; spruce roots and grasses and long strips of spruce bark were twisted and braided for twine and rope; birch bark for cups, boxes, back packs and canoe covers; birch burls carved into cups and bowls; birch sap for syrup and sugar; from birch or ash trunks long planks were split and carved and were then steamed and curled for toboggans.

Of equal or even greater importance to the Aboriginal people was the sense of peace and fulfillment, of belonging, that was generated by the taiga. They realized they were part of the system of climate, rocks, rivers, plants and animals and that wherever they went in the taiga they were at home.

The invasion of European-type culture has resulted in many changes in Aboriginal life. The motor toboggan, outboard motor, chain saw, ice auger and ice jigger have revolutionized bush and village living. But the desire and need for spiritual "belonging" remains. Not only Aboriginal people but present-day Euro-Canadians feel the need to re-connect with Nature, to fulfill the desire to "belong" to wilderness conditions.

Reconnecting with all of these activities, which occur only with intact ecosystems, constitute the wave of the future for the East Side. These activities are truly "renewable resources." One can collect berries, mushrooms and medicinal plants commercially, trap fur and hunt Moose over and over again in a truly endless cycle.

We present-day residents of Manitoba tend to look on these activities as regular week-end or daily jobs, akin to cutting the grass at the cottage. But to people in the crowded, stinking cities of the USA, Germany, Italy or Belgium, such activities are dreams that they will pay much money to experience. The key to understanding the importance of "eco-tourism" is to realize that it is a truly renewable or "sustainable" use of the land.

Today, there is a growing eco-tourism industry on the East Side, but it is in imminent danger of being destroyed by old-fashioned non-sustainable exploitation of the forest ecosystem. Ever since 1926, when the paper mill was established at Pine Falls, the managers have boasted that because of their good forest management they are still using only their original assigned timber cutting area. Very recently the mill management has announced plans for a massive increase in size of the forest area required. This new cutting area would be accessed by an all-weather road that will split core wilderness areas from Berens River to Island Lake. Not only the main all-weather road but a vast network of cutting roads spreading from the main highway will destroy the habitat of a number of bands of Caribou. (Research in northwestern Ontario has shown that no Woodland Caribou band has ever survived clear-cutting on its area).

Their present, and proposed, uses of the land are thus not "sustainable," and, moreover, deny the area for any other uses for the future. This is no different from the "cut and get out" philosophy of the timber barons who cut the white pine in southern Ontario in the 1800s.

Before the advent in Manitoba of industrial forestry and clear-cutting, natural lightning-caused fires burned an area about once every 100 or 150 years or even less often. Industrial forestry cuttings are prescribed as once every 40 to 50 years, so the land never has a chance to recover its store of carbon.

In the taiga there are about 8.8 kilograms of carbon locked up in the living and dead plants of each square metre. When the forest is clear-cut most of this begins to be released into the atmosphere immediately. When the protective canopy is removed there is a dramatic change in the forest microclimate. There is an increase in air temperature, increase in the extremes of soil temperature, increase in wind, decrease in soil moisture and degradation of permafrost. There is, of course, loss of the vegetation on the forest floor, especially lichens. There is total loss of arboreal lichens. The heat and loss of moisture causes the complex carbon compounds to break down and almost all of the 8.8 kilograms of carbon per square metre is released into the atmosphere to become the so-called greenhouse gases.

Of course, the carbon in the wood begins to be released also. It makes no difference if the wood is turned into toilet paper, disposable diapers, newspapers or 2x4s, when the tree is cut down it starts to change from lignins to greenhouse gas atmospheric carbon.

Because the boreal forest stores more carbon than does the tropical rain forest, I have proposed that the forests of tropical and subtropical regions, because of their faster growth rate (shorter cutting rotations and consequent greater flexibility to meet changes in demand) be used as sources of lumber and pulp while taiga remains uncut and used as a carbon sink.

It has been calculated that 465 million hectares of new forests will sequestre the free carbon emitted into the world annually. In order to sequestre our share of new atmospheric carbon, Manitoba should immediately plant 560,000 hectares of new forest (an area about one-quarter the size of Lake Winnipeg). We certainly should not enter on a grand scheme of increased cutting of existing forest.

Why the sudden shift in emphasis to expansion? I believe it results from the new owner of Pine Falls Paper Company (Tembec Co. in Quebec) being greatly in debt and I believe it plans to recover its losses at the expense of Manitoba's East Side environment.

All the proposed cutting and roads on the East Side would take place on Crown Land. This is not private land owned in fee simple by the Quebec company, but land, forests, wildlife and future owned by all the people of Manitoba, particularly the Aboriginal people of the region.

The entire PFPC plan is based on old-fashioned, non-sustainable exploitation. I have briefly outlined alternative uses of the forest. Let us now consider sustainable substitutes for rubber-tired wheels rolling over an all-weather road.

One of the major advances in surface transportation technology has been the perfection of air-cushion vehicles (ACVs). If we must transport people and goods no new roads are needed. ACVs can traverse road-cuts, survey lines and open or sparsely-stocked bogs in all seasons. There is no longer a need for all-weather roads costing a million dollars a mile.

Let us put my ideas together to suggest a vision of the future. My vision of a major source of income for the region does not stem from road-based RV or car-camping activities. Wilderness camping and travel, as well as carefully-supervised eco-tourism and many independent operations for berries, mushrooms and medicinal plants are included. I visualize a large Protected Area and a series of Provincial Wilderness Parks. Visitors would store their RVs and other vehicles in secure, patrolled compounds at or near Hole River, be ferried in air-cushion vehicles to quarters in the parks. From these sites they would be guided (by local people) on canoe trips, visits to see (and photograph) Eagle, Ospre, Loon and Great Grey Owl nests, Wolf dens, on berry-picking expeditions, winter dog-team trips or cross-country ski or snowshoe and pulka trips. Again, smaller ACVs would deliver and pick up the visitors. Such a program would only require the land being left in wilderness conditions, with continuation of the full complement of native birds and mammals. This vision of the future would be irreparably damaged and denied by an all-weather road and extractive, industrial forestry.

A vital consideration is the answer to the question: Just how many humans can be supported, sustainably, on the East Side? It is quite clear that industrial, extractive use of the land for fibre is not sustainable. This is shown by the recent agitation by the paper industry for expansion of cutting areas to support their plans to increase extraction of fibre by building a sawmill. "*Carrying* capacity" applies to human populations as well as to moose or deer.

NTFP or Non-Timber Forest Products are sustainable businesses that can include commercial products such as mushrooms, salted fiddleheads, honey, birch syrup, objects such as picture frames and lamps of diamond willow, and decorative wreaths, that have no permanent environmental effects, as well as trapping. Moose hunting and, perhaps, small areas of carefully-supervised selective cutting. These are all important parts of this vision.

Finland is a good example of NTFP. In 1997 Finland produced 50 million kilograms of wild berries. Over 4 million hectares of taiga are included in special areas for production of wild organic berries. In addition to flash-frozen berries, a range of jams, preserves and confections are in grocery stores, and in such tourist centres as airport gift shops, restaurants, hotels and train stations. Some of the berries go to produce such famous Finnish liqueurs as Polar, Mesimarja and Lakka.

An important feature of NTFP and eco-tourism is that the income is diffuse, that is, it goes from buyers directly to a large number of producers. Income from industrial forestry, on the other hand, is concentrated into the coffers of big business, from which it is doled out in highly controlled amounts to the workers, who are controlled by the company.

What is this "eco-tourism" anyway? At Taiga Biological Station (TBS) we were host in September 1999 to two groups of 10 German eco-tourists. Each group spent 3 days with us, brought by Boreal Wilderness Guides, Inc. a small company operated by a former student. The groups brought their own tents, sleeping bags, cooking gear, food and water.

When we met the groups on the other side of Wallace Lake, I was delighted to learn that nobody wanted to ride in the Guides' big aluminum boat with a 20-horsepower motor, but with me, sitting on the bottom, packed into our big, battered freighter canoe with little 4-horse kicker. I heard one tourist exclaim, "A real freighter canoe!"

During their time with us we led the eco-tourists to some of the plots used for long-term studies of small mammal populations. My graduate student, Monica Reid-Wong gave vivid field lectures and demonstrations of her studies of documenting the changes in vegetation and small mammals since the big fire of 1980.

We led the eco-tourists through the Alder-Tamarack Bog so they could appreciate the characteristics of this important habitat – sinking nearly to their knees in wet sphagnum and feather-mosses.

We also demonstrated radio-telemetry transmitter collars, receiver and directional Yagi antenna. Then we played Hare and Hounds, wherein one of us was the Hare who took the radio-collar and disappeared into the forest. The eco-tourists were the Hounds and took the receiver and antenna and tried to find the Hare.

I brought out our collection of museum specimens of mammals of the region and talked about the local distribution, food habits, breeding habits, behaviour and ecological importance of each species.

We brought out examples of all our different kinds of traps, both live and kill. The eco-tourists learned to set Museum Specials, Schuylers, Tomahawks, Nationals and Hancocks, as well as home-made ones, and some made for us by prisoners at Stony Mountain Penitentiary.

We also issued each eco-tourist with several examples of Sherman live traps, showed them what small mammal sign looked like and where to find it. They set the live traps and then picked them up the next morning. We showed them the small mammals caught and how to identify them and then released them.

When it was dark we set up a screen outside, started the generator, plugged in a projector and I gave slide talks on history of TBS, details of various vegetation types, history of population changes of small mammals and a slide-lecture on the ecology of snow.

When one group left for their wilderness canoe trip and a visit to an Aboriginal village, the other group arrived from their canoe trip. From questions and discussions I believe we enlarged the ecological consciousness of the eco-tourists. Important points to remember are (1) that they paid money for the experience and (2) the land and wildlife are still there, unchanged, ready for another group to visit.

But with my proposed changes in the uses of the East Side what about the workers at Pine Falls Paper Company? The mill would still operate but now by using recycled paper from Winnipeg. There is almost as much fibre in a tonne of recycled paper as there is in a tonne of new wood. Ten or twenty percent of new fibre would be needed. This could be furnished easily from the traditional mill cutting area. The mill workers would still be mill workers, the woods workers would now be employed in moving the recycled paper from Winnipeg.

I have derived this vision from the history of Taiga Biological Station. TBS has been in operation for 28 years as a field research and teaching facility. It is accessible only by canoe, skis or snowmobile. During this time it has brought into the region over a quarter of a million dollars in research funds. This has been done without digging or blasting great holes in the ground, without clear-cutting and without fatal exploitation of native animals, but by just leaving the land alone. For details I urge you to visit our Home Page at www.wilds.mb.ca/taiga.

Ecoystem-based forest planning: An Alternative to Industrial-Scale Logging
By Herb Hammond, Silva Forest Foundation
Attachment to Dr William O. Pruitt Jr. letter

Ecosystem-based forest planning is an approach to human use of the forest that places protection of the forest ecosystem ahead of using the forest for human purposes. Ecosystems-based forest planning recognizes that human economies are subsets of ecosystems. Therefore, if we protect the ecosystem, the forest, we protect our cultures and, in turn, our economies.

The practice of ecosystem-based forest planning is based on two central principles:

Ecological responsibility. All human activities must be carried out in ways that protect, maintain, and (where necessary) restore fully functioning forests (including land, water, plants and animals) at all scales, from the microscopic to the global, in both the short and long terms.

Balanced use. Within the context of ecological responsibility, all forest users, human and non-human, are entitled to fair, legally protected land bases that are well disturbed through the forest, sufficient to meet their needs and adequate to carry out their functions in the ecosystems.

The problem with "sustainable timber management" is that it ignores one critical reality. We cannot sustain the forest, the forest sustains us.

Ecosystem-based planners do not assume that timber cutting is an appropriate forest use, even where trees with commercial value are plentiful in a particular landscape. Before any human uses are planned, ecosystem-based planners first assess the characteristics of the ecosystem (how the forest functions), its condition (how human use has impacted forest functioning), and its ecological limits to various types of disturbance. This assessment is then combined with other ecosystem, cultural and economic factors to determine which human uses, if any, are appropriate, sustainable and compatible.

By recognizing the forest, including humans, as a whole system, ecosystem-based forest planning provides an alternative approach to conventional industrial-scale forestry.

Ecosystem-based forest planning focuses on managing human activities to serve the long-term interests of fully functioning forest ecosystems, rather than managing forests to serve short-term human interests.

The principles of ecosystem-based forest planning apply to all human uses of the forest: cultural and spiritual uses, tourism, recreation, non-timber forest products, education, and ecologically responsible timber management. Stable, diverse and sustainable human communities are the products of ecosystem-based forest planning, because ecosystem-based planning encourages conserver societies and economies as opposed to consumer societies and economies. Conserver economies include meaningful work, labour-intensive activities, and value-added products (both timber and non-timber products) manufactured in close proximity to their forest source. Local communities participate fully during the process of ecosystem-based forest planning.

Ecosystem-based forest plans focus on maintaining the functioning of the boreal landscape by establishing two major types of protected areas: large protected reserves and protected landscape networks.

Large protected reserves constitute entire drainage basins or watersheds. Because large protected reserves are storehouses of biological diversity needed to maintain forest ecosystems, scientists suggest that these reserves must be 50 to 200 times the size of the largest anticipated natural disturbance. The large scale of the fire disturbances in the boreal landscape means that large protected reserves may need to be hundreds of thousands of hectares in order to ensure that they can withstand a large natural disturbance while maintaining their resiliency to protect their long-term functioning.

In order to maintain healthy landscapes, large protected reserves cannot exist as islands, regardless of their size. *They must be connected across the landscape. Connectors include riparian ecosystems and cross-valley* corridors.

Riparian ecosystems include riparian zones (the wet forest area along rivers, lakes, wetlands and other freshwater bodies) and the upland forest immediately adjacent to riparian zones. These concentrate water, nutrients, and energy that drain into them, and regulate their disposal back into the landscape. They are also travel corridors for animals and plants.

Cross-valley corridors are 300 to 5000 metre wide bands of forest that provide valley-to-valley connections between large protected reserves. Cross-valley corridors are made up of representative ecosystems found in the landscape, particularly those that support the movement or migration of large mammals.

Between large protected reserves, ecologically responsible human modifications may occur. However, it is still necessary to maintain the landscape functions and integrity. Note that, even at smaller scales, landscape protection and connection must be maintained through corridors, riparian zones, and small protected areas such as old growth nodes and ecologically sensitive zones.

Principles of Ecosystem-Based Forest Planning

In addition to the two central principles of ecological responsibility and balanced use, ecosystem-based forest planning is guided by ten principles, derived from both wisdom and science.

1) Focus on what to leave, not on what to take.
2) Apply the precautionary principle to all plans and activities.
3) Design forest plans on temporal scales that embrace as large a landscape as is practical.
4) Respect the ecological limits of the various ecosystems to human disturbance.
5) Protect, maintain, and where necessary, restore natural biological diversity.
6) Protect, maintain, and where necessary, restore natural composition, structures, and functions at the landscape and stand level.
7) Protect, maintain, and where necessary, restore forest ecosystem connectivity
8) Diversity activities to encourage ecological, social, and economic well-being and stability.
9) Respect traditional and current indigenous culture.
10) Constantly review and evaluate all forest use activities.

Contact: hammond@netidea.com, www.silvafor.org

East Side of Lake Winnipeg Draft Planning Report
Scott Kidd, Canadian Parks and Wilderness Society
November 14, 2001

The Honourable Oscar Lathlin
Minister of Conservation
Room 333, Legislative Building
450 Broadway
Winnipeg, Manitoba R3C 0V8

Dear Minister:

Re: East Side of Lake Winnipeg Draft Planning Report

I am writing on behalf of the Manitoba Chapter of the Canadian Parks and Wilderness Society (CPAWS Manitoba) regarding the East Side of Lake Winnipeg Draft Planning Report. We will be submitting comments on the recommendations contained in the draft planning report; however, we have one comment that requires your immediate attention.

It is the position of CPAWS Manitoba that the comment period for the Phase I working document should be extended, in writing, from December 10 to January 10, 2002. The present 30-day period is too short for potential participants in the East Side Land Use Planning Initiative to adequately review the Phase I Report, consult with their constituents or members, and prepare a detailed response. Our earlier position paper on the Large Area Land Use Planning Initiative provided the reasons for why a 60-day review and comment period is required, which I will reiterate below.

Manitoba Conservation has stated they want interested groups to participate in the large area land use planning process, but potential participants require a greater opportunity to shape the process than what has been offered so far (e.g., providing input at one information meeting and on a one page comment sheet). Extensive review and comment of the proposed process are required at this stage. Without agreement by the participants as to how the process should be conducted, they are unlikely to take part in the process. Without wide-spread participation, the meaningfulness or acceptance of any land use plan that is developed will be in doubt.

As well, the COSDI Report recommends that "Manitoba actively encourage proponents, including government, and require evidence from them, that broad, meaningful consultation has occurred and serious effort to resolve concerns has been completed before developments proceed further through the decision-making process" (at p.31) (emphasis added). The general public and East Side stakeholders may have concerns regarding the pre-consultation team's draft recommendations that cannot be captured in a 30-day review and comment period. If the draft recommendations become the guiding document for Phase II of the land use planning process without adequate public review and comment, the overall decision-making process as recommended in the COSDI Report will have been dismantled.

Thank you for giving your time and attention to our request. An early response to our letter would be appreciated. Finally, we ask that this letter be immediately placed in the East Side Planning Initiative public registry file.

Yours sincerely,

Scott Kidd
Conservation Director, Manitoba Chapter
Canadian Parks and Wilderness Society

cc. Premier Gary Doer, Mr. Blair McTavish, Director – Sustainable Resource Management Branch

Review Period, Draft Phase One Report – East Side Planning Initiative

Scott Kidd, CPAWS Manitoba; Gaile Whelan-Enns, Canadian Nature Federation;
Don Sullivan, Boreal Forest Network

November 30, 2001

Honourable Oscar Lathlin
Minister of Conservation
Room 333 Legislative Buildng
450 Broadway
Winnipeg, Manitoba R3C 0V8

Dear Minister Lathlin:

Re: Review Period, Draft Phase One Report – East Side Planning Initiative

We have received the draft Phase One report – East Side Planning Initiative. We note that it was accompanied by a form letter that indicates the public review period ends December 10, 2001. We also note that there is no list in the draft report indicating who Manitoba Conservation considers are the East Side stakeholders, or who received the draft Phase One report.

Distribution of this report has been slow and insufficient. This includes access to the final draft report by government staff, and other departments. We would also point that documents that are not personally addressed receive less attention, especially in the heavy workload, for instance, of First Nation Chiefs and Councils.

We would also suggest that clear information as to sequence and timing of release of the final Phase One report – following public review and posting of the contents of the public review in public review in public registries – be made available to all those who receive(d) the draft Phase One report.

Thank you for your recent correspondence acknowledging the importance of participation by ourselves and our organizations in this planning initiative. We continue to support a process that meets the standards and objectives outlined in our previous correspondence.

Yours truly,

Scott Kidd	Gaile Whelan-Enns	Don Sullivan
Conservation Director	Manitoba Director, Wildlands Campaign	North American Coordinator
CPAWS Manitoba	Canadian Nature Federation	Boreal Forest Network

Copy to: Blair McTavish

Public Registries – East Side Planning Initiative
Scott Kidd, CPAWS Manitoba; Gaile Whelan-Enns, Canadian Nature Federation; Don Sullivan, Boreal Forest Network
November 30, 2001

Honourable Oscar Lathlin
Minister of Conservation
Room 333 Legislative Building
450 Broadway
Winnipeg, Manitoba
R3C 0V8

Dear Mr. Lathlin:

Re: Public Registries – East Side Planning Initiative

As organizations and individuals who have been involved in public policy regarding the East Side of Manitoba for several years, we are writing to ask for confirmation of the existence and operational guidelines for the Public Registries for the Public Registries regarding your department's East Side Planning Initiative. At this time it is not clear when or how the public registries will operate. We expect that all public registries in Manitoba will contain the East Side Planning & Phase One materials. Electronic posting alone is not a substitute for access to information.

At a minimum, the public registries should currently contain: all correspondence, meeting summaries, and technical work (maps, constraint analysis, scoping studies, etc.) since your public commitment to this planning initiative was made June 2000. It also includes They also should contain all documents specific to the contents of the Draft Phase One report released in November for public review. This includes all Phase One meeting summaries.

We also request confirmation that all comments provided during the public review of the Phase One report will be added to the public registries, as they are received. We ask that this letter be immediately deposited in the public registries for the East Side Planning Initiative.

The Committee on Implementation of Sustainable Development (COSDI) report is explicit about standards for the public registries and increased access to information for informed decision making. Those recommendations made real would substantially increase the credibility of the Phase One report review.

Thank you in advance for your immediate attention to our request and suggestions.

Yours truly,

Scott Kidd	Gaile Whelan-Enns	Don Sullivan
Conservation Director	Manitoba Director, Wildlands Campaign	North American Coordinator
CPAWS Manitoba	Canadian Nature Federation	Boreal Forest Network

Copy to: Public Registries/Manitoba, Blair McTavish

Meeting with Round Table Ministers / East Side Planning Initiative
Scott Kidd, CPAWS Manitoba; Gaile Whelan-Enns, Canadian Nature Federation;
Don Sullivan, Boreal Forest Network
November 30, 2001

Honourable Oscar Lathlin
Chair, Manitoba Round Table for Sustainable Development
Room 333 Legislative Building
Winnipeg, Manitoba R3C 0V8

Dear Minister Lathlin:

Re: Meeting with Round Table Ministers/East Side Planning Initiative

Thank you for your letter indicating that your preference was to meet to discuss the East Side Planning Initiative after the draft Phase One report was released for review.

As the draft Phase One report has been released, we are requesting a meeting with yourself and the ministers who work with you on the Manitoba Round Table. Our suggested time for that meeting would be in the second week of January. The aim would be to discuss the draft Phase One report and steps to make this planning initiative credible and productive for Manitobans. However, our organizations also believe that some immediate steps need to be taken to make the public review of the draft Phase One report a meaningful exercise. Accordingly, you have received letters from our organizations requesting that:

1. All East Side planning Initiative documents since June 2000 be immediately filed in Manitoba's public registries; and
2. The review period be extended from 30 days to a minimum of 60 days.

Thank you in advance for your attention to this request for a meeting with the Round Table ministers.

Please call the office of the Canadian Nature Federation at 947-3400 to make arrangements.

Yours truly,

Scott Kidd	Gaile Whelan-Enns	Don Sullivan
Conservation Director	Manitoba Director, Wildlands Campaign	North American Coordinator
CPAWS Manitoba	Canadian Nature Federation	Boreal Forest Network

Attachments:
Correspondence re: Public Registries
Correspondence re: Review Period, Draft Phase One Report – East Side Planning Initiative

Copy to:

Honourable G. Doer
Ministers of the Manitoba Round Table for Sustainable Development

Review of the Draft Phase One Report – East Side Planning Initiative
Peter Miller, Centre for Forest Interdisciplinary Research, University of Winnipeg
December 10, 2001

In the next edition, please correct the typos in paragraph 2 of the September 22nd letter on page 99 of the draft report. Specifically:

1. replace "optional" with "optimal" and
2. restore the italicized emphasis from "there needs to be…" to the end of the paragraph.

A digital copy of the original letter is attached.

Thanks,

Peter Miller

Review of the Draft Phase One Report – East Side Planning Initiative
Boreal Forest Network-Don Sullivan
December 11, 2001

Honourable Oscar Lathlin
Minister of Conservation
Room 333 Legislative Building
405 Broadway
Winnipeg, Manitoba R3C 0V8

Dear Minister Lathlin:

Re: Review of the Draft Phase One Report – East Side Planning Initiative

The Boreal Forest Network (BFN) has been asked by the Anishinaabe Turtle Island Protectors – a BFN member organization – and from numerous individuals from First Nations communities along the East side Lake Winnipeg, to provide advice and assistance on how to best responded to the recommendations contained in the *"East Side Winnipeg Phase 1 Preliminary Discussions Summary of Comments and Recommendations from Phase 1 Discussions Broad Area Planning Initiative"* dated November 6, 2001.

We have responded to these requests by retaining the legal services of Woodward and Company, a law firm that specializes in Aboriginal Law, to provide a preliminary review of the Draft Phase 1 Report.

Attached for your review is a copy of this preliminary analysis.

Based on the attached analysis, I believe a few suggestions about the Draft Phase 1 Report are warranted. These will help to strengthen the planning process on the East Side of Lake Winnipeg and should be given due consideration before proceeding to the next stage of East Side planning process.

1. That an extension for public review and comments period regarding the Draft Phase 1 Report be extended an additional 60 days after the December 10, 2001 deadline. This would allow interested individuals in First Nations communities to properly digest the contents and analyze the implications regarding their Aboriginal and Treaty Rights. This request for extension would in some measure address the COSDI recommendation 7B(c) *"that capacity-building mechanisms be developed to enable the meaningful participation of Aboriginal peoples in sustainable processes (including education and awareness, appropriate timelines for notification and response, access to information, and possible funding approaches)"*.

2. That all of the recommendations contained in Section 7 entitled "Aboriginal Interface" of the COSDI Report – in which the Draft Phase 1 Report professes to be based on – be implemented and incorporated into any final Phase 1 Report. Given that 93% of the population living in the geographic scope of the proposed planning area are Aboriginal, it would only be prudent for this government to ensure Section 7 recommendations of COSDI are linked to the Large Area planning process to ensure an effective voice for Aboriginal peoples living in the geographic scope of the proposed planning area.

3. That an external independent team of consultants be appointed to provide input on how best to proceed on developing a Large Area planning process that abides by a key attribute on COSDI that *"planning drives development, as opposed to development driving planning"*. It is evident from the recommendations in the Draft Phase 1 Report under the heading *"Issues and Opportunities"* that the authors of the Draft Phase 1 Report have demonstrated a pre-dispossession towards development driving the planning process.

In conclusion, BFN will be submitting a much more detailed and comprehensive response to the Draft Phase 1 Report in conjunction with the Canadian Parks and Wilderness Society and the Canadian Nature Federation.

Yours truly,

Don Sullivan, Coordinator
Boreal Forest Network\

c.c. Blair McTavish

Comments on Draft Phase 1 Report – East Side Planning Initiative
Correspondence of December 5, 2001 from Woodward & Company
Attachment to Mr. Sullivan letter

Dear Mr. Sullivan:

RE: *Comments on Draft Phase 1 Report – East Side Planning Initiative*

We have reviewed the draft Phase 1 report issued by the Province of Manitoba on November 6, 2001. We have identified several key defects in the process suggested by the report and strongly recommend that these deficiencies be remedied. The key issues we raise are divided into the following sub-headings: consultation, transparency and access to information, decision making processes and resource development.

As a preliminary comment, consistency needs to be used for the title of the Eastside Planning Initiative. The COSDI report, which is the originating document, calls the process large area sustainable development planning. Minister Lathlin, in adopting COSDI in his speech to the Legislature on June 29, 2000, calls land use planning "wide area planning". However, the draft Phase 1 report quotes COSDI several times, yet uses the language "broad area planning", and states that the government, further to Lathlin's comments, was initiating "broad area planning". This is all very confusing and can be easily addressed by following the language in COSDI.

By way of background to our comments, the following observation is made. Minister Lathlin, on June 29, 2000, in the Manitoba Legislature, stated "the Manitoba Government has formally accepted the recommendations of the (COSDI) report as the first step in a Sustainable Development Strategy for Manitoba. The Minister also stated that the COSDI report will "significantly change the way government makes decisions." In general, although the draft Phase 1 report quotes from COSDI at several places, it does not appear that COSDI is being followed in some key areas, despite Minister Lathlin's comments in the Legislature.

A. CONSULTATION:

1. The provincial government is only marginally involved in consultations, according to Recommendations 24-27. No consultation process is set up between the government and First Nations.

There is treaty land underlying the entire area which the land-use plan covers, primarily from Treaty 5, but also a small part of Treaty 3. The Treaties each guarantee to the First Nations the right to "pursue their avocations of hunting and fishing throughout the tract surrendered". The *Constitution Act, 1930* (known as the Manitoba Natural Resources Transfer Agreement or NRTA) solidified and expanded the hunting right by allowing First Nations to hunt anywhere in the prairie treaty areas. Accordingly, the government must consult with First Nations on land-use decisions which may impact on their treaty right to hunt[1]. This is particularly true given that the East Side planning process will be the first time a large area of land in Treaty 5 has been identified for planning since the treaties were signed.

Government representatives are in the planning process through the Intergovernmental Working Group. The draft Phase 1 report does not say why the Intergovernmental body is separate from the East Side Round Table or how the government will consult with the First Nations. It would appear that the government is trying to get the parties to agree on a position through the Round Table without having to consult with any of them. Based upon the law of consultations and First Nations, I would suggest that this is a risky position for the government to take.

The draft report carries with it a thirty day deadline for comments. This is insufficient for the consultation requirements set out in case law (see footnote 1), and particularly given that most First Nations subject to this land planning process will not have easy access to all of the necessary information. Again, given the historic process being undertaken here, First Nations need to be given at least 60 days for reply on any draft documentation.

Our recommendations: Given the historical significance of the process, and the law which has developed on consultation with First Nations, the province of Manitoba must set up a direct consultation process with First Nations on the East Side. The Planning Initiative must be more directly linked to First Nation communities than is currently recommended under the draft Phase 1 report. Further, First Nations should be provided with at least twice as much time for comment than is currently available, and this should be written into the recommendations.

3. The consultation process does not abide by the direction and intent of the COSDI Report. In fact, COSDI recommendations 7 A – F, which address the issue of government-aboriginal consultation, appear to be ignored by the authors of the draft Phase 1 report. Under heading 7 of the COSDI Report, entitled Aboriginal Interface, the report makes the following findings and recommendations (none of which appear in the draft Phase 1 report):

The COSDI Core Group considers that the success of the initiatives and recommendations contained in this document will be, to a large extent, dependent upon the existence of open communication between the Government of Manitoba and Aboriginal peoples…".

Recommendation A states that Manitoba should work in partnership with Aboriginal peoples to develop a comprehensive consultation strategy that will be utilized to guide the development of a protocol".

Recommendation B (g) states that the consultation protocol between Manitoba and Aboriginal peoples should include meaningful consultation with Aboriginal peoples occur where resource use planning, significant resource allocation, development review processes and regulatory mechanisms, including effects assessment, is likely to affect Aboriginal or treaty rights or interests.

Recommendation F goes on to state that all provincial departments and Crown corporations be instructed on implementing protocol processes.

The Recommendation Highlights in COSDI also mention the need to work in partnership with Aboriginal peoples to develop a cooperative protocol to ensure effective involvement of Aboriginal peoples, including effects assessment on Aboriginal peoples and their lands or their ability to exercise their treaty and Aboriginal rights.

Under the proposed East Side planning process, there is no open communication mechanism between the government of Manitoba and Aboriginal peoples, there is no comprehensive consultation strategy, there is no consultation protocol and there has been no instruction to provincial departments and Crown corporations on implementing protocol processes with Aboriginal people.

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[1] **See *Halfway River First Nation v. B.C. (Minister of Forests)*, [1997] 4 C.N.L.R. 45 (B.C.S.C.), at 71, where the Halfway River First Nation, residing in the Treat 8 area, took the British Columbia government to court over lack of consultation, and won. The court also stated that government, and not industry, must consult with First Nations.**

Our recommendation: The East Side Planning Process must adopt the mechanisms for consultation between the provincial government and Aboriginal peoples directed by the COSDI report. The government of Manitoba must immediately put these in place for these and other consultations.

3. Industry should not be included as one of the advisory bodies. Given that industry's only interest in the East Side is financial, in that industry is in the business of exploiting the resources which exist on the East Side, and has vested as well as declared interests on the East Side, the industry actors (forestry, mining and hydro) must not be appointed as advisory bodies on the Round Table. To include them as advisory bodies would be a conflict of interest, since they would be participating in decision-making which may benefit them financially as corporations. Further, if industry were allowed a seat on the Round Table, the planning would begin to look too much like development planning, which was specifically advised against by the COSDI report.

Our recommendation: Remove industry from the Round Table as 'advisory bodies', as this will ultimately lead to conflict of interest decision making.

B. TRANSPARENCY AND ACCESS TO INFORMATION:

1. There is a lack of available background information. Gaps exist in the draft Report.

The beginning of the draft Phase 1 report states that meeting notes were taken at most meetings, and presentations were made to Manitoba Hydro and the Ontario Ministry of Natural Resources. No meeting notes or presentation materials are included with the draft Phase 1 report.

One of the Vision Attributes in COSDI states that government must ensure "easy access to current information from all relevant departments and agencies". Heading 5 of COSDI, entitled Public Participation, states under Recommendation M that the public registry be expanded to include all sorts of information. There is no reason why the registry did not post any Phase 1 materials over the last year, and there is no indication when the documents from the current public review will be available.

2. Some of the recommendations do not meet transparency and access to information requirements. Under Recommendation 6(D), it is contemplated that some Round Table meetings will be held in-camera. It is impossible to conceive that planning meetings would need to be in-camera. In camera meetings are only really necessary where employee issues are discussed, or perhaps confidential financial or client information, but these issues will not be arising at the Round Table. It is also of concern that the draft Report does not clarify when materials will be in the public registry, or confirm that the record of any Interdepartmental Working Group meetings will be posted, as per COSDI recommendations.

Under Recommendation 6(E), it appears that differing points of view will only be noted where consensus is not reached. If consensus is reached, but there are differing opinions on the conclusions, these also need to be noted. If differing opinions are not noted, the written record will erroneously show that there was no dispute about a conclusion.

Our recommendation: Remove the ability of the Round Table to hold in-camera meetings as this will remove transparency and openness from the process. Further, all differing points of view should be noted, whether consensus is reached or not. The record of all meetings of committees or bodies involved in the initiative should be publicly available.

C. DECISION MAKING PROCESSES:

1. The summary reports and briefing notes informing the decision-making will be prepared by a very select group. According to the draft Phase 1 report, there are several bodies which will interact in the planning process. There is a Round Table, which reports to the Interdepartmental Working Group. The Round Table is

reported to by the East Side Review Committee, which in turn has sub-committees. Theses bodies are all 'supported' by the East Side Planning Secretariat. According to Recommendation 18, the Secretariat prepares and distributes 'briefing notes', and prepares reports, agendas or other matters. The recommendations suggest that the Secretariat will be composed of Manitoba Conservation staff. It is not clear who will be selected to the Secretariat, but this is key, as they will control a lot of the summary information which goes before other bodies. The Secretariat should be more independent than is currently proposed, otherwise staff members of Manitoba Conservation may find it difficult to separate their work as government employees from their work as objective planners of a large land area.

2. Manitoba Hydro is included on the Intergovernmental Working Group, which is unique in that they are both the only Crown corporation in this group, and the only 'government' actor which has an active role in developing parts of the East Side. Under Recommendation 26, the Intergovernmental Working Group is composed of government departments, with exception of Manitoba Hydro, which is a Crown corporation. The draft Phase 1 report seems to treat Manitoba Hydro as both a government actor as well as an industry player, since Recommendations 41-46 all pertain to its industrial activities on the East Side. Given that Manitoba Hydro is in the business of developing hydro-electric power, they should be treated as industry and not government. To include them as a governmental body on the IWG would be a conflict of interest, since they would be participating in decision making which may benefit them as a corporation. Manitoba Hydro should be provided the option of participating on the Planning Review Committee.

3. The relationship between a quorum and a consensus. Under Recommendation 6(B), Consensus is defined as no substantial disagreement on a conclusion. However, substantial disagreement is not defined. Consensus clearly cannot and should not be recorded for the Round Table for decisions or recommendations made at a poorly attended meeting. Furthermore, it is not clear how a Quorum under 6(A) would come into play. Quorum is defined but doesn't appear anywhere else in the Report.

4. The Minister's discretion appears to be removed upon receipt of the East Side Plan. Under Recommendation 20, Minister Lathlin is required to forward the plan to cabinet for approval. This appears to remove the discretion of the Minister, which the East Side planning team cannot legally do. For instance, the recommendation does not say whether the Minister can forward the document to Cabinet or a committee of cabinet, with specific recommendations, which may include rejecting the plan. The recommendation does not even provide the Minister with the option of rejecting, amending, or even sending the plan back to the Round Table with further recommendations.

Our recommendations: The East Side Secretariat must be made up of independent individuals which do not represent any of the listed parties (government, industry, etc.), due to that group's ability to control the flow and summary of information. Manitoba Hydro must be removed from the Intergovernmental Working Group, as they are in a clear conflict of interest. Consensus decision making must be more clearly defined, and decisions should not be made without a quorum present (as is the requirement in corporate law). The Minister's discretion must be guaranteed by providing for his ability to reject, amend or send back the plan for further work.

D. RESOURCE DEVELOPMENT:

1. Development is driving the planning. One of the Vision Attributes of COSDI is that "planning drives development, as opposed to development driving planning". Therefore, it is not clear why a number of resource opportunities are included in Recommendations 28 through 50.

For example, under Recommendation 35, the Round Table is to provide advice on the need and acceptability of an expansion of forestry on the east side. This is premature, since the preliminary questions have not bee answered about whether there is any timber available for harvesting, once biological and other watershed studies are accomplished. Further, Recommendation 37 is not clear what is meant by not allocating timber north of TWSA#1 beyond historical levels. Recommendations 41-44 appear to accept the status quo on Manitoba Hydro activities, other than the Biopole III Impact Statement being deferred. Under Recommendation 48, mining exploration and development in the planning area is to continue as per existing established processes and procedures. The report does not say what those processes and procedures are, and whether this means that mining can proceed as status quo. This section of the draft report is contrary to the intent of the COSDI recommendation to undertaking the planning initiative. In particular, we see no goals, vision, or objectives set out in the draft Report, as recommended by COSDI.

2. Public interest as justification for continued development. Under Heading 3 of COSDI, entitled Planning at Large Area Level, the report recommends at (g) that "significant resource allocations by Manitoba be subject to the requirements of the large area sustainable development plan". This appears to be accepted by the draft Phase 1 report, since it is quoted at page 30. However, the draft report then goes on to say at Recommendations 45 and 46 development proposals will be considered during planning, and under Recommendation 46, particularly discusses proposals which are in the public interest. It is troubling that the report does not define public interest. Public interest is a very vague term, and has been rejected by the courts in a number of instances as being too difficult to define[2]. It is very risky to manage land on the basis of deeming something public interest, since this is such an elusive concept.

Our recommendations: There are clearly recommendations in which development is driving the planning, contrary to COSDI. The recommendations must be crystal clear that the various development intentions are subject to the planning recommendations, and not vice-versa. Further, Recommendation 46 must remove the concept of public interest as a basis for deciding whether development proposals can proceed. Common terms used in this draft Report should be defined. Clear goals, vision, and objectives for the planning initiative should be established through public consultations before the plan is determined, and before development proposals are acted on. This would be consistent with COSDI.

Please do not hesitate to call if you have any questions about the foregoing.

Yours truly,
WOODWARD & COMPANY

Eamon Murphy

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[2] See the Supreme Court of Canada decision in the landmark aboriginal rights case *R. v. Sparrow* [1990] 1 S.C.R. 1075, where the court rejected the use of a 'public interest' test to justify the infringement of aboriginal rights.

Draft – East Side Lake Winnipeg Phase I Preliminary Discussions
"Summary of Comments and Recommendations from Phase I Discussions"
Broad Area Planning Initiative (BAPI)
Manitoba Hydro
December 12, 2001

Mr. B. McTavish
Box 38
200 Saulteaux Crescent
Winnipeg, MB R3W 3J3

Dear Mr. McTavish:

Thank you for the opportunity to review and comment on the Phase I BAPI report.

We were particularly interested in Recommendations 41 through 44, which deal with Manitoba Hydro's interest in transmission facilities involving the East Side planning area. These are generally consistent with our expectations following previous discussions with you.
We look forward to provincial approval of the recommendations, to Manitoba Hydro participation in the BAPI process, and to coordinating our pre-licensing activity and related public involvement activity with the BAPI program.

At the same time, we would appreciate some clarification with respect to the probable timing and schedule of the BAPI process and Phase I recommendations, and wish to offer several general observations with respect to the recommended process:

1. Timing:

Recommendation 41 provides that Manitoba Hydro would not submit a Bipole III Environmental Impact Statement for licensing until January 2003. Recommendation 21 provides that the BAPI Plan would be forwarded to the Minister within two years (presumably from the date of provincial approval of the recommendations and appointment of the Round Table).

The January 2003 time frame is consistent with our current schedule requirements. To the extent that the BAPI Plan would not be complete by that time, there would presumably have been sufficient progress as to enable consideration of an environmental licensing submission at that time.

2. Distinction between Resource Allocation and Infrastructure Proposals:

We were pleased to note the distinction made in the Phase I Report between resource allocation and infrastructure proposals. As you aware, we have no plans to develop hydroelectric resource potential within the East Side planning area and, accordingly, are not proposing any allocation of planning area resources for that purpose. However, transmission infrastructure requirements will include a proposal in the short term to develop a third high voltage direct current bipole transmission line and we expect, in the longer term, to include the prospect of additional transmission requirements affecting the East Side study area (this latter dependent in part on the extent of future East Side resource development activity).

Transmission facilities, in any event, will entail a relatively small allocation of area resources. More so than in the case of resource development or some other types of infrastructure, careful route selection and development practice can largely avoid or mitigate adverse environmental effects potentially associated with transmission infrastructure. Our pre-licensing public involvement program activity will address these distinctions in an effort to avoid the misapprehension apparent in some of the comments reported from your Phase I discussions.

3. Scope:

In prior discussions, you have described a "broad brush" approach and that seems clearly to be contemplated in Recommendation 22. We understand and support that broad scope. However, certain of the comments reported from your Phase I discussions suggest that some interest groups may anticipate a more prescriptive plan incorporating very specific proposals and supported by detailed research.

We recognize that follow-up activity may well extend to further research and to development of more detailed secondary area plans within the planning area. In some cases, such detail might reasonably be a prerequisite to development approvals. In the case of transmission infrastructure proposals, however, the general guidance afforded by a "broad brush" plan together with an Environmental Impact Statement following from conventional route selection and environmental assessment activity should be adequate to support formal licensing application.

4. Parallel Processes:

As indicated previously, we are comfortable that formal licensing applications for transmission infrastructure can be deferred until January 2003 and intend simply to proceed with pre-licensing activity in the interim.

Given the potentially significant implications of protected area designations for regional land use and development policy (including infrastructure requirements), we are surprised that there would not be a parallel provision that such designations not be significantly expanded or formalized until the regional planning process is further advanced. Recommendation 33 seems to contemplate that the protected area program will proceed independently of the regional planning process, subject only to advice from the Round Table.

5. Interest Group Representation:

The Phase I Report clearly identifies some significant differences between those supportive of east side development activity and those who are committed to conservation of the planning area. Similar differences are apparent with respect to representation in the process.

Resolution of these differences will be critical to the successful outcome of the process. Accordingly, we would urge that great care be taken in selecting the Chairperson of the Round Table and in appointment of facilitators. A successful process will rely heavily on their skills and judgment. To support their efforts, we also recommend that budget allocations be sufficiently generous as to support extensive public and community consultation, and to ensure that each and every community and interest group is enabled to participate effectively in the process.

Yours truly,

Dr. W.L. Everett
Senior Environmental Officer
Licensing & Environmental Assessment Dept.
Transmission Planning & Design Division, T&D

East Side Planning Initiative – Draft Phase One Report – Comments
Scott Kidd, CPAWS Manitoba; Gaile Whelan-Enns, Canadian Nature Federation;
Don Sullivan, Boreal Forest Network
December 19, 2001

Honourable Oscar Lathlin
Minister of Conservation
Room 333 Legislative Building
Winnipeg, Manitoba R3C 0V8

Dear Minister:

Re: East Side Planning Initiative – Draft Phase One Report – Comments

Please find below our organizations' joint comments on the East Side Planning Initiative Draft Phase One Report (the "Draft Phase One Report"). This letter is in addition to our letters of November 30, 2001. We continue to call for an extension of the review period beyond December 31, 2001 and request that the inadequate distribution of the report to date be addressed.

Introduction

The Draft Phase One Report is the result of the Government's commitment to create a large area sustainable development plan for the East Side of Manitoba, as per recommendations in the Report on the Consultation On Sustainable Development Implementation (COSDI Report) (e.g. see page 1 of the Draft Phase One Report). The Government of Manitoba formally accepted the COSDI recommendations on June 29, 2000. Earlier endorsement occurred in June and September, 1999. It is our position that the Draft Phase One Report misinterprets the intent and application of the COSDI Report recommendations.

The COSDI Report stated:

"Local planning and development decisions must take into account ecological as well as economic, social, cultural and human health considerations. Development decisions must be made with knowledge of the physical and biological relationships that define those systems." (at p.18)

The COSDI Report indicates that the framework for large area planning "will ensure that . . .planning drives development, as opposed to development driving planning" (at p. 6).

On August 9, 2000, you announced the beginning of a process for the creation of a large area sustainable development plan for the east side of Lake Winnipeg. The East Side encompasses a huge area of pristine boreal forest and waterways. The national and international importance of preserving the ecological health of this region cannot be overstated. It is our organizations' position that the creation of a land use plan for this region should be guided by the following.

- Section 35 of the *Constitution Act, 1982* – recognition and affirmation of Aboriginal and treaty rights;
- *The Sustainable Development Act* of Manitoba – Principles and Guidelines;
- COSDI Report recommendations and observations;
- *Canada Forest Accord*, to which Manitoba is a signatory;
- *Canada's Biodiversity Strategy*, to which Manitoba is a signatory; and
- *Manitoba's Action Plan for a Network of Protected Areas* and your government's protected areas commitments and consultation models.

Our organizations were and are concerned that the work of the three-member Phase One team was not being guided by these legislative and policy documents and commitments. Accordingly, our organizations individually and jointly made several submissions, orally and in writing, to the Phase One team and yourself regarding Phase One of the Initiative. In a final effort to have our concerns addressed prior to the release of the Draft Phase One Report, our organizations on October 1, 2001 provided you with a list of essential elements for a valid East Side land use planning process, those being:

1. The East Side planning initiative encompass the lands and waters in natural regions, 3, 4b, 4c and parts of 5c.
2. Appropriate and meaningful participation by First Nation communities.
3. An ecological base and full technical information to be used.
4. All records, reports documents, etc. be accessible and made public on a timely basis.
5. A clear mission or goal statement, with terms of reference, which states that the most important outcome of the East Side Planning Initiative is a land use plan that ensures the ecological integrity of the East Side ecosystems is preserved.
6. Definitions regarding land use planning to be enunciated in the Draft Phase One report, and to be part of the framework for this initiative. Such a framework would be clear about all values and objectives for the landscape, communities and waterways.
7. Avoidance of significant development expansion, new agreements, or license alterations or licenses prior to the planning process. (Such actions prior to or during the land use planning process would create artificial benchmarks and create conflict among developers).
8. That adequate time, information, and staff resources are available for an independent process that is not housed in any one department or subject to internal government alteration.

These essential elements were derived from several sources, including: our review of the above legislative and policy commitments; our review of other land use planning processes; our participation in various public process venues, including COSDI; and our appreciation and respect for the natural and cultural importance and uniqueness of Manitoba's East Side.

A review of the Phase One process and resulting recommendations contained in the Draft Phase One Report reveals that our concerns were well founded. The recommendations contained in the Draft Phase One Report, if followed, will do little to ensure that the large area sustainable development plan for the East Side fulfils the commitments and recommendations contained in the above legislation and policies.

A. Planning before development (see our above essential element #7)

The Draft Phase One Report exhibits a strong bias towards development before planning. This is not in keeping with the COSDI Report and Manitoba's national and international forest conservation commitments. This bias stems from the Phase One team's apparent misinterpretation of the COSDI Report and misunderstanding of how large area sustainable development should occur.

As the COSDI Report stated, "Conducting studies and developing sustainable development plans on the basis of natural boundaries such as watersheds or ecosystems will help [Manitobans] understand the environmental and physical restraints within which economic, social and cultural development, or the protection and enhancement of the natural environment and human health, are allowed to occur" (at p. 19). In other words, one first determines what are the baseline parameters for the planning area – or as COSDI describes, the "threshold limits of the environment and natural resources". Once these parameters are known, ecological and cultural objectives, for example, are enunciated, i.e. no loss of woodland caribou habitat, no reduction of carbon sequestration, or destruction of culturally significant sites. Once these objectives are determined, then issues associated with significant resource allocations (not a specific resource allocation), if any, for the planning area are discussed, leading to perhaps the "zoning" of the planning area. Thus, the large area sustainable development plan is created in a step-by-step manner, based on a strong, accessible information base.

After the plan is created, it is then implemented (COSDI Recommendation 3-C(f)). Significant resource allocations by Manitoba are then subject to the requirements of the large area sustainable development plan (COSDI Recommendation 3-C(g)). The intent that specific resource allocations, if any, occur after instead of during the creation of the plan, is captured by the diagram on page 20 of the COSDI Report.

As a result of the Phase One team's misunderstanding of the sequential process of large area sustainable development planning, Phase One was conducted in a manner that promoted development, without ecologically sustainable planning. The clearest evidence of this is provided in the following statement:

"During the public discussions, the panel members raised for discussion a number of significant resource allocation issues and land use and infrastructure proposals that are presently being considered." (at p. 30 of the Draft Phase One Report)

As explained above, in the context of creating an ecologically sustainable land use plan, discussing resource allocation prior to determining baseline ecological, and other, parameters is putting the cart before the horse. Finally, to achieve the COSDI vision of planning before development and to implement the Manitoba Principle of Sustainable Development –Conservation and Enhancement, which reads "Manitobans should: a) maintain the ecological processes, biological diversity and life-support systems of the environment . . .", the Phase One team should have asked, "What is your vision of the East Side 50 years from now?"

The bias of development over planning has shaped the entire Draft Phase One Report and its recommendations. For example:

- The proposed planning area was shaped by resource allocation issues, not ecological and political boundaries (Draft Phase One Recommendation #1).
- The recommendation that the plan be completed within two years (Draft Phase One Recommendation #21).
- The recommendation that the East Side Planning process and highway planning and development occur simultaneously (Draft Phase One Recommendations #28-32).
- No endorsement of the Poplar/Nanowin River Park Reserve or acknowledgment of other existing protected areas (Draft Phase One Recommendation #33).
- The recommendation that forest allocations be increased in FML #1 prior to the completion of the large area sustainable development plan (Draft Phase One Recommendation #36).
- Implied recommendation that timber allocations in existing IWSAs could be increased during the planning process (Draft Phase One Recommendation #37). This recommendation also inaccurately refers to allocations north of the IWSA East as if these exist. It also misstates the 'historic level cut' commitment during planning for inside the IWSA East, as if it applies to other FMUs.
- The recommendations that planning for Manitoba Hydro's BiPole III continue as normal (Draft Phase One Recommendations #42-44).
- The recommendations that there be no moratorium on Crown Land and resource allocations during the planning process (Draft Phase One Recommendations #45-46).
- The recommendation that mining exploration and development continue as usual throughout the planning area and process (Draft Phase One Recommendation #48).

There is little purpose in participating in a land use planning process if most of the land use decisions have already been made. Implementation of the above Draft Phase One recommendations will simply result in coordinated development planning, not ecologically sustainable land use planning.

The Phase One team's pre-determination of what are important East Side issues is also inconsistent with some of the recommendations contained in their report. Most important, Draft Phase One Recommendation #2 suggests that as one of their duties, the East Side Round Table will identify issues and concerns to be addressed. If this is to be the duty of the Round Table, then why has the Phase One team already raised and discussed certain issues, and how did it know these were issues before conducting its public meetings?

Our Recommendations:

- The East Side Planning Initiative will ensure planning drives development, as opposed to development driving planning.
- The land use plan will be created in a step-by-step process, with decisions regarding specific resource allocations and developments being made based on and in conformity with, the plan.
- Sustainable land use plans must be in place before significant development expansion, resource or land allocations, new agreements, or license alterations or licenses. (see our essential element #7 and see COSDI vision at p. 6 for the East Side re: planning driving development)

B. Planning process (see our essential elements #5, #6, #8)

It is the position of our organizations that the purposes of Phase One of the East Side Initiative have not been fulfilled, i.e. development of a planning process, determining definitions and terms of reference. The development of the plan is not taking place in the proper sequence. For these reasons, we suggest that the East Side large area sustainable development plan be developed in the following manner.

1. The Minister sets broad terms of reference for the planning process and outcome of the plan. These terms of reference must be consistent to various government policies and commitments, including COSDI. Examples from these policies and commitments include:

- planning drives development (COSDI), p. 6);
- the plan must preserve the ecological health and biodiversity of the East Side forests and waterways;
- aboriginal and treaty rights are recognized and affirmed with meaningful consultation to take place during and after the process (COSDI, p. 38);
- the plan freeze or lower Manitoba's greenhouse gas emissions and freeze or increase carbon sequestration; and
- the plan be based upon the "precautionary principle" (COSDI, p. 21).

Phase One

2. All existing baseline data, which includes environmental, social, economic, and land use information, for the planning region be gathered. Steps be taken to fill obvious missing information gaps. The information is then packaged into a standard, usable, and accessible format, with sources noted and public access assured.

3. While the above information gathering is taking place, an interim independent facilitator is hired to meet with and identify all potential participants in the land use planning process. The facilitator gathers basic information, based on the Minister's broad terms of reference, from each participant, including:

a) confirmation of planning area and planning sequence;
b) values for the East Side;
c) issues or concerns;
d) requirements for participation;
e) technical land use planning information they may have; and
f) their approval of a final independent facilitator, who answers directly to the Minister.

4. An independently facilitated planning retreat attended by planning participants is held to discuss and agree to:

a) values to be shared and incorporated in the plan;
b) participation model, process, and timelines;
c) geographic scope;
d) technical information and research priorities set;
e) definitions and goals;
f) decision-making model; and
g) how information should be shared.

Phase Two

5. Creation of a land use plan, based on the values and goals and planning model identified at the above planning retreat, which includes:
a) formulation of objectives to achieve shared values and goals;
b) creation of alternative land use scenarios to fulfil shared values and goals;
c) analysis of alternatives to assess environmental, economic and social implications;
d) selection of land use alternatives;
e) drafting of implementation strategy; and
f) preparation of draft plan.

6. Seek approval of the plan from all participants and broader public through meaningful consultations and an independent public review process.

7. Minister takes plan to cabinet for approval.

Phase Three

8. Implementation, monitoring, and timely review of the plan.

9. Specific resource allocations must be in compliance with the plan and with full public notification, licensing steps, and environmental assessment.

Our Recommendations:

- The above planning steps be implemented.
- The Minister will immediately enunciate the guiding principles for the land use planning process, including: (see our essential element #5)
  - recognition and affirmation of Aboriginal and treaty rights;
  - the most important outcome of the planning process is the preservation of the ecological health and biodiversity of the East Side ecosystem; and
  - the plan be created bearing the "precautionary principle" in mind.
  - An independently facilitated planning retreat for all potential participants will be held in the very near future.
  - The planning process will not be constrained by the suggested two-year time limit.
  - Adequate time, information, and staff resources will be available for an independent process that is not housed in any one department or subject to internal government alteration. (see our essential element #8).

Recommendations specific to Draft Phase One Report model

It is our position that Phase One as conducted so far is incomplete (see our suggested model above). Broad terms of reference to guide the process and steps to arrive at goals and values for the East Side are essential for a credible process.

Our Recommendations:

- The Round Table and Review Committee as described in the Draft Phase One Report will be collapsed into one working group, which may then establish its own subcommittees and working groups.
- Two non-government co-chairs will be chosen (Draft Phase One Report Recommendation #'s 5 and 12), who report to the Minister and to the working group or table.
- No in-camera meetings are permitted (Draft Phase One Report Recommendation #6D).
- The role of the Review Committee, should it remain, will be clarified so that it truly is an advisory, not a review, committee.

- Any government committee involved is accountable to the public planning participants. (For example, the Interdepartmental Working Group as recommended is not accountable to the planning participants)
- No public planning participant should sit on any government committee (e.g. Manitoba Hydro). Staff from the Phase One team have confirmed that no government staff will sit on any planning table or committee.

Participation by First Nation and Aboriginal communities and individuals (see our essential element #2)

The Draft Phase One Report recommends the East Side Round Table include four members from local First Nation communities / organizations. However, a review of the notes of community meetings held by the Phase One team suggests that many First Nation communities want their own community represented on the Round Table. As such, we do not see how the proposed Round Table meets the desires of these communities. This oversight is not in keeping with the Manitoba Principle of Sustainable Development – Shared Responsibility and Understanding, section 4, which states, "Manitobans should consider the aspirations, needs and views of the people of the various geographical regions and ethnic groups in Manitoba, including aboriginal peoples, to facilitate equitable management of Manitoba's commons resources".

As well, we are not convinced that the proposed planning process meets the standard of meaningful consultation as set out in court decisions such as *Sparrow*, *Delgamuukw*, and *Badger*. Meaningful consultation involves a process that is "well thought out" and attempts to determine the nature and scope of Aboriginal and treaty rights in an area and how infringement of those rights may be avoided. Legal scholars suggest that the duty to consult actually involves a requirement that the Crown attempt in good faith to negotiate an agreement that identifies the respective rights of the parties to the territory in question.[1] Such negotiation, rather than mere consultation, may help to avoid protracted legal disputes regarding Aboriginal and treaty rights. Lumping all of the East Side's First Nations together under four representatives on a Round Table implies that all of the communities share the same rights, aspirations and concerns regarding the East Side Planning Initiative. Our organizations doubt this to be true. As such, consultation and negotiation probably has to take place with all affected communities.

The Draft Phase One Report also makes no mention of Part 7 of the COSDI Report – Aboriginal Interface, or details how these particular COSDI recommendations will be fulfilled by the East Side Planning Initiative. As the Canadian Nature Federation (CNF) noted in an earlier submission, "First Nation consultation guidelines for the government of Manitoba are an outstanding commitment that are needed for a variety of current decisions including for this Initiative."

Our Recommendations:

- All recommendations in Part 7 of the COSDI Report must be recognized, affirmed and implemented throughout the entire planning process. This has yet to be done.
- The East Side Planning Review Committee, which could have a representative from each First Nation, will actually become the East Side Round Table. (See Part B – Planning process, page 7)
- The Province will release its First Nation consultation guidelines, and provide a legal opinion outlining how the recommended planning process conforms to the Crown's existing obligation to conduct meaningful First Nation consultations.
- One of the explicit Terms of Reference/purposes of the planning process will be to record what each First Nation community believes its existing Aboriginal and treaty rights to be.

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[1] Sonia Lawrence and Patrick Macklem, From Consultation to Reconciliation: Aboriginal Rights and the Crown's Duty to Consult, Cdn. Bar Rev. [Vol. 79 2000] pp. 252 to 279

Access to information (see our essential element #4)

The Draft Phase One Report omits a full plan for public registries and dissemination of information. It is unclear how information will be available to public participants in advance of meetings and discussions.

As well, our organizations have repeatedly called for the immediate creation of a dedicated public registry and are disappointed that one was not established very early during Phase One of the Initiative. The failure to establish a public registry at the beginning of Phase One has resulted in much of Phase One being conducted without allowance for access to information by potential planning participants (see COSDI p. 29-30).

We recommend immediate action on the COSDI report's recommendations regarding access to information, with continuation throughout the initiative. Public and community access to existing data and studies regarding the East Side will need to be built into the broad Terms of Reference.
One of the hallmarks of effective public participation is transparency of decision-making, based on access to information. Individuals and organizations turn away from public processes if they believe the outcome is fixed or if backroom negotiations and agreements are taking place. For this reason, the minutes of all meetings, including within government, that have or will take place regarding the land use planning initiative should be placed on the public registry.

It is also important that the qualifications and associations of potential Round Table members be transparent. Participants will have little confidence in the objectiveness of any land use plan if the planning table is stacked with members associated with a particular interest.

Our Recommendations:

- All records, reports, documents, etc. will be accessible and made public on a timely basis.
- Implement COSDI recommendations for access to information as they apply to this initiative and any subsequent Plan.
- A dedicated public registry system containing hard copies of all information, starting at the beginning of the Phase One staff team's work, will be immediately established. This includes the establishment of satellite registries in all East Side communities.
- All information pertaining to the East Side Initiative, including meeting minutes, will be placed on the public registry on a timely basis.
- Participants in the planning process will outline and document their various associations, affiliations and qualifications.

Geographic scope (see our essential element #1)

It is our organizations' position that the planning area recommended in the Draft Phase One Report is inconsistent with ecological and political boundaries, and as such is not "guided by appropriate geographical scale" (*Canada Forest Accord – Actions*). For example, the proposed planning area:
a) does not follow Manitoba's Natural Region boundaries;
b) does not capture what remains of Manitoba's pristine and unallocated boreal forest (A Department of Conservation July 3, 2001 press release rightly described Manitoba's East Side as being, "The largest unharvested area of boreal forest in North America".);
c) transects the Island Lake woodland caribou range;
d) does not include entire trapline districts such as Oxford House and God's Lake;
e) does not encompass entire traditional areas for First Nation communities such as Norway House, Oxford House and Manto Sipi;
f) appears to include the traditional lands of Sagkeeng, but not the community itself;
g) does not encompass the entire Forest Management Licence of Pine Falls Paper Company; and
h) does not encompass all of the Upper Nelson River watershed.

Further to the inadequacy of geographical scope recommended, the authors of the Draft Phase One Report state that their proposed planning area will "encompass most of the immediate possible future developments the residents of the area and Manitobans will need to consider and address". This statement is inaccurate. As the Canadian Parks and Wilderness Society – Manitoba Chapter (CPAWS Manitoba) noted in an earlier submission:

There are proposals for resource development in parts of natural regions 4b and 4c that are outside of the proposed planning area. However, these developments will have an impact on the ecological health of the proposed planning region. For example, the proposed hydro transmission line corridor does not originate in the proposed planning area, but would continue through the planning area. As well, there is a huge amount of diamond exploration occurring just to the north of the proposed planning area. Mining in this region could have a significant impact on the health of the remainder of the unallocated boreal forest in eastern Manitoba. Failing to look at the unallocated boreal forest ecosystem as a whole will do little to maintain the "health of the boreal forest and waterways" (from East Side Planning Initiative Newsletter #1) in eastern Manitoba.

Our recommendations:

- The geographical scope of the East Side planning initiative will encompass the lands and waters in natural regions 4b, 4c, and parts of 3 and 5c;
- For watersheds to be the basis for the boundaries for the planning area, the planning area should then also include: Bird River / Whiteshell River watershed, Whitemouth River watershed, Brokenhead River watershed, and the entire Upper Nelson River watershed.
- The appropriate inclusion of First Nation traditional lands and trapline districts will be determined by the affected communities.
- A greater emphasis will be placed on planning for waterways, riparian zones and water ecosystem functions.

Regarding the geographic scope, an example of how the Draft Phase One Report is not in keeping with the COSDI Report is best captured by the following stated concern of the Phase One team:

". . . too large a planning area would result in a number of planning problems resulting from: the general lack of basic land use planning information for the more northerly areas . . ." (at p. 7)

As stated by the COSDI Report, a purpose of large areas is to "provide a vehicle to assemble information/science respecting the ability of the environment to sustain and absorb, and rebound from the impacts of human activity, to know the threshold limits of the environment and natural resources" (at p. 19). Planning is to drive the gathering of land use planning information – absence of this information does not mean planning should not occur.

Given the suggested absence of this planning information, and the COSDI vision that planning occur before development, the Draft Phase One Report should have recommended that major resource developments in the area north of the proposed planning, such as diamond mining and hydro expansion, cease until a land use plan for this region is also developed. The Draft Phase One Report contains no such recommendation. As discussed earlier, there is a strong bias in the Draft Report's recommendations to favour development before planning. The above is another example of this bias.

Gathering and use of technical information (see our essential element #3)

It is our organizations' position that the recommendations contained in the Draft Phase One Report regarding the gathering and use of technical information are not consistent or appropriate. To begin, Draft Phase One Recommendation #52 states that the East Side planning participants "identify, as soon as possible, [their] data needs, such that appropriate research may be initiated . . .". How these data needs can be determined prior to the completion of Draft Phase One Recommendation #51 – compilation of existing environmental, social, economic, etc. information for the East Side – is unclear. Given that the Department of Conservation committed itself to prepare a land use plan for the East Side in the summer of 2000, it was our expectation that the above information would be gathered during the pre-consultation phase of the planning process. This would have allowed all potential participants to have this information at the beginning of Phase II of the process, as well as having saved the East Side planning participants' valuable time. The delay in gathering the above information will make meeting the recommended two-year timetable that much more difficult.

Our Recommendations:

- Compilation of the information outlined in Draft Phase One Recommendation #51 will begin immediately with the aim of the information (not just a compilation) being made public and available to all planning participants.
- The carrying capacity for the East Side ecosystem will be identified before the plan is drafted.
- The cumulative environmental, social and economic impacts of existing developments within the planning area will be determined for use by planning participants.
- Planning participants will be provided with technical information they request on a timely basis.
- A full carbon inventory with budgets to show loss or release of carbon, sequestration services, weather mitigation, and impacts or benefits from various land use plan outcomes will be required data/information for use in drafting the plan.
- The planning exercise should be ecologically based in its information base, and objectives or goals. This goal in the Terms of Reference would state: 'the planning exercise will ensure the maintenance of all ecosystem function and services and diversity of species at current or improved levels.' (Species or ecosystems already in decline should not be taken as being a norm, but identified with a planning goal for restoration.)

Conclusion

Thank you for giving your time and attention to our letter and recommendations. We ask that this letter be immediately added to the East Side Planning Initiative public registry. We look forward to meeting with you in the near future and all the best this holiday season.

Sincerely,

Don Sullivan	Gaile Whelan-Enns	Scott Skidd
North American Coordinator	Manitoba Director	Conservation Director
Boreal Forest Network	Wildlands Campaign	Canadian Parks & Wilderness Society
	Canadian Nature Federation	- Manitoba Chapter

Note: Our previous correspondence is posted in the Draft Phase One Report.

Attachments:
BFN/CNF/CPAWS Essential Elements for a valid East Side planning process
Summary of recommendations by BFN/CNF/CPAWS

Copy to:
B. McTavish

Attachment to – Scott Kidd, CPAWS Manitoba; Gaile Whelan-Enns, Canadian Nature Federation; Don Sullivan, Boreal Forest Network East Side Planning Initiative – Draft Phase One Report – Comments

Essential Elements for a valid East Side land use planning process:

1. The East Side planning initiative encompass the lands and waters in natural regions 3, 4b, 4c and parts of 5c.
2. Appropriate and meaningful participation by First Nation communities.
3. An ecological base and full technical information to be used.
4. All records, reports, documents, etc. be accessible and made public on a timely basis.
5. A clear mission or goal statement, with terms of reference, which states that the most important outcome of the East Side Planning Initiative is a land use plan that ensures the ecological integrity of the East Side ecosystems is preserved.
6. Definitions regarding land use planning to be enunciated in the Draft Phase One report, and to be part of the framework for this initiative. Such a framework would be clear about all values and objectives for the landscape, communities and waterways.
7. Avoidance of significant development expansion, new agreements, or license alterations or licenses prior to the planning process. (Such actions prior to or during the land use planning process would create artificial benchmarks and create conflict among developers).
8. That adequate time, information, and staff resources are available for an independent process that is not housed in any one department or subject to internal government alteration.

BFN / CNF / CPAWS attachment to December 19, 2001 letter to Honourable O. Lathlin

Attachment to– Scott Kidd, CPAWS Manitoba; Gaile Whelan-Enns, Canadian Nature Federation; Don Sullivan, Boreal Forest Network
Summary of Recommendations

A. Planning before development (see our essential element #7)
Our Recommendations:

- The East Side Planning Initiative will ensure planning drives development, as opposed to development driving planning.
- The land use plan will be created in a step-by-step process, with decisions regarding specific resource allocations and developments being made based on and in conformity with, the plan.
- Sustainable land use plans must be in place before significant development expansion, resource or land allocations, new agreements, or license alterations or licenses. (see our essential element #7 and see COSDI vision at p.6 for the East Side re: planning driving development)

B. Planning process (see our essential elements #5, #6, #8)
Our Recommendations:

- The above suggested Phase One, Two and Three planning steps be implemented.
- The Minister will immediately enunciate the guiding principles for the land use planning process, including: (see our essential element #5)
  - recognition and affirmation of Aboriginal and treaty rights;
  - the most important outcome of the planning process is the preservation of the ecological health and biodiversity of the East Side ecosystem; and
  - the plan be created bearing the "precautionary principle" in mind.
- An independently facilitated planning retreat for all potential participants will be held in the very near future.
- The planning process will not be constrained by the suggested two-year time limit.
- Adequate time, information, and staff resources will be available for an independent process that is not housed in any one department or subject to internal government alteration.(see our essential element #8)

Recommendations specific to Draft Phase One Report model

- The Round Table and Review Committee as described in the Draft Phase One Report will be collapsed into one working group, which may then establish its own subcommittees and working groups.
- Two non-government co-chairs will be chosen (Draft Phase One Report Recommendation #'s 5 and 12), who report to the Minister and to the working group or table.
- No in-camera meetings are permitted (Draft Phase One Report Recommendation #6D).
- The role of the Review Committee, should it remain, will be clarified so that it truly is an advisory, not a review, committee.
- Any government committee involved is accountable to the public planning participants. (For example, the Interdepartmental Working Group as recommended is not accountable to the planning participants)
- No public planning participant should sit on any government committee (e.g. Manitoba Hydro). Staff from the Phase One team have confirmed that no government staff will sit on any planning table or committee.

C. Participation by First Nation communities and individuals (see our essential element #2)
Our Recommendations:

- All recommendations in Part 7 of the COSDI Report must be recognized, affirmed and implemented throughout the entire planning process. This has yet to be done.
- The East Side Planning Review Committee, which could have a representative from each First Nation, will actually become the East Side Round Table. (See Part B – Planning process, page 7)
- The province will release its First Nation consultation guidelines, and provide a legal opinion outlining how the recommended planning process conforms to the Crown's existing obligation to conduct meaningful First Nation consultations.
- One of the explicit Terms of Reference/purposes of the planning process will be to record what each First Nation community believes its existing Aboriginal and treaty rights to be.

D. Access to information (see our essential element #4)
Our Recommendations:

- All records, reports, documents, etc. will be accessible and made public on a timely basis.
- Implement COSDI recommendations for access to information as they apply to this initiative and any subsequent Plan.
- A dedicated public registry system containing hard copies of all information, starting at the beginning of the Phase One staff team's work, will be immediately established. This includes the establishment of satellite registries in all East Side communities.
- All information pertaining to the East Side Initiative, including meeting minutes, will be placed on the public registry on a timely basis.
- Participants in the planning process will outline and document their various associations, affiliations and qualifications.

E Geographic scope (see our essential element #1)
Our Recommendations:

- The geographical scope of the East Side Planning initiative will encompass the lands and waters in natural regions 4b, 4c, and parts of 3 and 5c;
- For watersheds to be the basis for the boundaries for the planning area, the planning area should then also include: Bird River / Whiteshell River watershed, Whitemouth River watershed, Brokenhead River watershed, and the entire Upper Nelson River watershed.
- The appropriate inclusion of First Nation traditional lands and trapline districts will be determined by the affected communities;
- A greater emphasis will be placed on planning for waterways, riparian zones and water ecosystem functions.

F. Gathering and use of technical information (see our essential element #3)
Our recommendations:

- Compilation of the information outlined in Draft Phase One Recommendation #51 will begin immediately with the aim of the information (not just a compilation) being made public and available to all planning participants.
- The carrying capacity for the East Side ecosystem will be identified before the plan is drafted.
- The cumulative environmental, social and economic impacts of existing developments within the planning area will be determined for use by planning participants.
- Planning participants will be provided with technical information they request on a timely basis.
- A full carbon inventory with budgets to show loss or release of carbon, sequestration services, weather mitigation, and impacts or benefits from various land use plan outcomes will be required data/information for use in drafting the plan.
- The planning exercise should be ecologically based in its information base, and objectives or goals. This goal in the Terms of Reference would state: 'the planning exercise will ensure the maintenance of all ecosystem function and services and diversity of species at current or improved levels.' (Species or ecosystems already in decline should not be taken as being a norm, but identified with a planning goal for restoration.)

Eastside Lake Winnipeg Phase 1 Board Area Planning Initiative November 6, 2001
Chief Vera Mitchell, Poplar River First Nation
December 19, 2001

Mr. Blair McTavish
Sustainable Resource Management Branch
Box 38-200 Saulteaux Crescent
Winnipeg, Manitoba R3J 3W3

Dear Mr. McTavish,

Re: Eastside Lake Winnipeg Phase 1 Board Area Planing Initiative November 6, 2001

We have had an opportunity to review the above report, which was quite extensive. I notice that no details were excluded. It was especially presented well in that all interests are represented in this report. The guiding principals on page 23 were taken well. I have however some concerns regarding some conclusions primarily your reference on page XI item 45/46 that makes a judgment on lands (which have minor land use or which may have significant land use). Keep in mind that the First Nation people have always maximized use of this land and it is not by any means minor or insignificant. The comments on page Xii (50) should be phrased better. The statement there makes traditional activities seem unimportant. On page 3 under objective and major issues and option, should state protected areas and traditional land use as an option. On page 10 on written comments on Round Tables, we have the same concern that the focus is important not interest. Page 16 Section 3, should be one member from Treaty Land Rights and one member from commercial Fishing. Two important points page 24/25 the initiative should not be development driven and not on a shoe-string budget, we totally agree on page 29. The working group should also have AMC (Assembly of Manitoba Chiefs), SCO, MKO, as all the these organizations have a secretariat working on Natural Resources. The other major concern is First Nation speaking for all the community. One person, even a Chief, cannot speak for all the community. There should be more focus on Treaty and Aboriginal Land Rights. In closing I will still reiterate our concern that we want proper representation, who will be our champion for the protected areas, treaty land rights and traditional lands. Find us that champion and will gladly participate.

Yours Truly,

Chief Vera Mitchell

cc: Ray Rabliauskas SERDC

Comments on "Summary of Comments and Recommendations from Phase I Discussions"
East Side Lake Winnipeg Land Use Planning Report
Bill Snell, Tembec, Pine Falls, Manitoba,
December 20, 2001

Blair McTavish, Director
Sustainable Resource Management Branch
Manitoba Conservation
200 Saulteaux Crescent, Box 38
Winnipeg, Manitoba R3J 3W3

Re: Comments on "Summary of Comments and Recommendations from Phase I Discussions" – East Side Lake Winnipeg Land Use Planning Report

Dear Blair:

Below are our comments and recommendations with respect to the draft report issued November 6, 2001. Our comments and recommendations cover both general issues surrounding the East Side Land Use planning process and ones that are specific to the recommendations outlined in the draft report. We look forward to working with the Province, First Nations and other stakeholders on this important initiative.

If you have any questions, please contact me.

Sincerely,

Bill Snell
WDS/lc

Attachment
cc: Barry Peel – FNLP

Response to "Summary of Comments and Recommendations from Phase I Discussions"
(East Side Lake Winnipeg Land Use Planning Report)
Attachment to Letter Bill Snell, Tembec,

1. General Comments

The province must ensure a coordinated approach to the East Side Land Use planning process. This would include identification of the location of the east side all-weather road beyond Bloodvein First Nation, location of a hydro transmission line (Bipole III), First Nation tradition land use, future protected areas, forestry development and mining. As the report is written right now, there is little mention of a such a coordinated approach (e.g., Hydro has been recommended to not consider Bipole III during the land use planning process. The extension of the east side road beyond Bloodvein First Nation also needs to be part of the land use planning process. The identification of new FML boundaries for FNLP and Tembec need to be identified during the land use planning process.).

It is evident that there has been an effort to ensure that the land use planning process has involvement from all stakeholders, and is as transparent as possible. The posting of meeting minutes and other information on a website is a good idea. This is a positive aspect of the report and recommendations.

2. Specific Comments

In the Executive Summary, the report states that the planning process "ensures future land and resource allocations and proposed developments address social, environmental, health, cultural and economic needs of the public, local communities, First Nations and various stakeholders and interest groups". The proposed geographic scope includes current land tenure agreements, including the Tembec FML 01. This is not a future or proposed area.

Recommendation: The province must ensure that current levels of allocations are respected.

2.1 The Planning Area

2.1.1 Geographic Boundaries

Why does the proposed geographic boundaries of the land use planning area include an area that already has a major resource allocation (i.e., FML 01)? If the province is also recommending that current AAC levels be maintained and respected on FML 01, what is to be gained by including this area in the land use planning process? There must be no net loss of the current FML land base, harvesting rights and AAC as part of the east side planning process. We are committed however, to complete our work which started in March 2000, on protected areas in the FML and other areas in which we source roundwood.

Recommendation: The southern boundary of the land use planning area should be at the southern boundary of the Bloodvein River watershed.

2.2 Advisory Bodies-Roles and Responsibilities

2.2.1 Representation and Membership

The way the report is written, it appears that the East Side Round Table does not have any representation from the provincial government. The membership list includes all other groups, except the provincial government. Why would they structure the Round Table in this way?

The report indicates that the members of the Round Table will represent themselves, not the organizations to which they belong. What is the rationale for this? If a person is going to sit on such a high level panel, they must be given the ability to represent their constituents. Both Kiiwetino Ma"iingan and Gaa-bi-mooka"ang should have representation on the Round Table and the Review Committee.

The number of people who will sit on the East Side Planning Review Committee is not mentioned. The number of committee members needs to be determined such that the size of the group does not limit effectiveness of meeting and decision-making.

The report indicates that the Chairperson for the Round Table will also chair the Review Committee. I would suspect that this would be too much work for one person. There should be separate chairs for these two committees.

The Chairperson of the Round Table appears to have a lot of influence in his role. Is it reasonable to have the chair represent himself with that much influence? Maybe the chair should be a government employee or a paid independent facilitator.

Recommendations: Members of the Round Table should be able to represent their organization or constituents. Both Kiiwetino Ma"iingan and Gaa-bi-mooka"ang must have representation on the Round Table and Review Committee. The number of people on the Round Table should be specified. There should be separate chairs for the Round Table and Review Committee. The province should consider having a government employee or paid facilitator to chair the Round Table.

2.3 The Planning Process

2.3.1 Research

The report mentions that one of the mandates of the Round Table is to undertake research. Given the short timeframe of the entire land use planning process, it is unlikely that much on the ground research can be undertaken. The province must make available to the committees as much existing information as possible. This would include all information from the EMB pilot project.

Recommendation: All existing applicable research information, including that from the EBM pilot project, should be made available to the land use planning committees.

2.3.2 Time Frame

The report recommends that the land use plan be submitted to the Conservation Minister within 2 years. The report does not mention what the starting date is. This needs to be defined so that the end date of the process and submission of the final plan to the Minister is articulated up front.

Recommendation: The final report to the Minister should be made no later than June 2003.

2.3.3 Interdepartmental Working Group

The report indicates that an Interdepartmental Working Group (IWG) should be established, and identifies the various government departments that will sit on this group. There needs to be representation from the various branches of Manitoba Conservation (e.g., Parks, Wildlife, Forestry, etc.) on the IWG. This is not mentioned in the report.

Recommendation: There should be representation from the various branches of Manitoba Conservation on the IWG.

2.4 Issues and Opportunities

In the first paragraph, the reference to the Pine Falls Paper Company should be changed to Tembec-Pine Falls Operations.

2.4.2 Protected Areas

All new protected areas must be scientifically-based, and should be based on achieving adequate representation of enduring features. New protected areas must clearly define what is being protected, and what the risks are as well (ecological, economic and social).

Recommendation: Identification of new protected areas should be science-based and strive to achieve adequate representation of enduring features.

2.4.3 Forestry Development and Use

The report recommends that allocations up to the AAC level be respected in FML 01. How is this possible when the mandate of the land use planning process is to essentially rezone the entire east side? How will the province address the needs of both the environmental and conservation community and the fibre requirements of the forest industry at the same time, while ensuring a sustainability supply of wood to the Tembec newsprint mill and the ultimately, the GBM sawmill?

As mentioned in 2.1.1, we recommend that the southern boundary of the land use planning area be moved to the southern limit of the Bloodvein River watershed.

The report recommends that timber not be allocated beyond historical levels of harvesting north of the IWSA east during the land use planning process. What about in the IWSA east? We suspect this is a typographical error in the report.

The boundaries of new FMLs (for FNLP and Tembec) need to be identified during the land use planning process, to facilitate submission of a long-term forest management plan after the planning process is complete.

Recommendations: Move the boundary of the land use planning area to the southern limit of the Bloodvein River watershed. Historical levels of harvesting must be accommodated for within the IWSA East. The boundary of new FMLs (Tembec, FNLP) must be identified during the land use planning process.

2.5 Research Needs

The report recommends that a list of information and research be compiled for use by the Round Table. This needs to be made public (including posting on the East Side Planning website, complete with links or directions to the source of the information), so that others can benefit from this work. Summaries of the research should also created, so that the Round Table doesn't have to read all of the reports (there are likely hundreds of such reports). The Manitoba Model Forest and Manitoba Hydro are excellent sources of such information.

Recommendation: Lists of information and research on the east side of Lake Winnipeg should be made available to the public through a variety of means, including the east side planning website.

Comments on the Draft East Side Planning Initiative Phase One Report
Donald S. Norquay
Transportation Policy, Planning & Development Division
December 21, 2001

Mr. Blair McTavish
East Side of Lake Winnipeg Panel
Box 38, 200 Saulteaux Crescent
Winnipeg MB R3W 3J3

Dear Mr. McTavish:

This is in response to your letter of November 9, 2001 in which you request comments on the draft East Side Planning Initiative Phase One Report. I would like to take this opportunity to commend the members of the East Side Panel on the work undertaken to date and the fine quality of the Phase One Report. Manitoba Transportation and Government Services endorses the recommended approach relating to all-weather road development and is generally supportive of most of the other recommendations. As requested, we offer the following comments.

Recommendation 6 F. dealing with Round Table subcommittees recommends that *"subcommittees may, with the approval of the chairperson of the round table, invite others who are not members of the round table to participate on the subcommittee."*

As "core" members of the subcommittees are members of the Round Table appointed by the Conservation Minister, any additional persons invited to participate on the subcommittees should be asked to participate in a resource capacity only, i.e. offering advice and undertaking any assigned tasks. It is our opinion that they should not take part in consensus decision-making or in setting additional rules and procedures to govern subcommittee operations and conduct.

Moreover, the recommendation that additional persons be invited to participate on the subcommittee *with the approval of the chairperson of the round table* is somewhat ambiguous. Clarification needs to be provided as to whether the chairperson is simply responsible for approving an increase in committee size to facilitate committee operation or specific individual(s) named by the subcommittee. Should the latter be the intent of this recommendation, it is suggested that this responsibility be vested in the full round table to avoid the potential that certain decisions may be perceived as partial or biased.

A similar concern rests with recommendation 14 D dealing with the subcommittees of the Review Committee. The approval of additional named persons to the subcommittees should reside with the full Review Committee as opposed to the chairperson of the Review Committee (Round Table). Moreover, whether these additional members should take part in the decision-making of the sub-committee or merely provide a supportive role should be considered.

With regard to the recommended composition of the East Side Planning Secretariat (Recommendation 17), we propose that planning staff from Manitoba Transportation, who have extensive expertise in Geographic Information System mapping and analysis, be named to the Secretariat along with staff from Manitoba Conservation and external consultants. We make this recommendation not only in terms of the expertise they would bring but also in light of the close relationship between the East Side Transportation Network Study and the Broad Area Planning Initiative. Recommendation 29 specifically states that *"Manitoba Transportation and Government Services co-ordinate their communication and public consultation activities with those of the East side round table."* Recommendation 32 states that *"Manitoba Transportation and Government Services work with the Eastside Planning Secretariat to ensure the effective and efficient coordination of planning and communication activities in the planning area."*

It is believed that the objectives of both these initiatives would be better met if staff from this Department participated directly on the Secretariat as it would ensure effective and efficient coordination of both planning undertakings.

Finally, it is suggested that Recommendation 24 dealing with the Interdepartmental Working Group be included under the section dealing with *Advisory Bodies – Roles and Responsibilities*. The function of this group as stated in the recommendation is to *"act as in-house consultants to the round table, by providing planning resource and policy advice and information to the round table."* Placement under this section more appropriately reflects the advisory role they are to play and also enables all program entities to be discussed under the same section.

I trust these comments are helpful to the review panel.

Sincerely yours,

Donald S. Norquay
Assistant Deputy Minister

Comments on the Public Review of Draft Phase One Report – East Side Planning Initiative
Gaile Whelan-Enns, Canadian Nature Federation
December 31, 2001

Honourable Oscar Lathlin
Minister of Conservation
Room 333 Legislative Building
450 Broadway
Winnipeg, Manitoba R3C 0V8

Dear Minister Lathlin:

Re: Public Review of Draft Phase One Report – East Side Planning Initiative

This letter is in addition to the joint response from the Canadian Nature Federation, Boreal Forest Network and Canadian Parks and Wilderness Society.

We are concerned here with certain aspects of the Draft Phase One Report and its contents. Specific to the province's protected areas commitments, there is a lack of reference to Manitoba's *Action Plan for a Network of Protected Areas* in this document. Overall, various public commitments and existing public policy are not referenced. Given the lack to date of a set of definitions or terms of reference for Phase One, we note that protected areas references are inadequate. The same applies to other public commitments that need to be acknowledged as part of the terms of reference for the planning initiative.

There was no access to information regarding Phase One of this planning initiative during the first 10 months of 2001. Elements of this draft report regarding access to information are vague and contradictory. It becomes apparent that information services described may not provide transparency and ready access for participants and affected communities. We note that the maps used during meetings are not included in the report. Nor is there a summary of the meetings and briefings provided to other governments, and government agencies. We suggest that these and other information gaps be filled in the Phase One report.

The report itself is missing certain documents. The summary provided to participants of each of the Phase One meetings should be included in this draft, and must be included in the Phase One report. These are an example of information that should have been publicly available during the last year. There may well be other documents and correspondence missing from the draft report.

Between lack of access to information during the process and these omissions, it is evident that operational standards for the flow of information during the planning initiative are urgently required – and will need to be transparent. The approach taken to date falls far short of the intent of the COSDI recommendations.

Contrary to references in the Draft Phase One Report, a 'review panel' for this initiative does not exist. Terminology used throughout this report is misleading. The term itself suggests that a panel has been appointed, and that they have been reviewing something in public policy. In fact, three departmental staff conducted a variety of meetings. Content of those meetings appears to vary from one audience to another. We have not seen any formal reference to the appointment of a review panel.

The assumption that the COSDI model should be applied to the planning initiative lacks analysis. In fact the model was never evaluated (in the period since 1998). Nor were the staff assigned to this Phase One activity open to discussion of the COSDI model, and its customization for activity beyond theoretical policy discussions. It is unfortunate that the opportunity to evaluate and customize the COSDI operating model was bypassed, as many of the participants in discussions and meetings for Phase One were active members of COSDI over a 4-year period.

In terms of First Nations' interests, despite its significant population representation in the region (estimated 93% population in Ecoregion 90 alone), and notwithstanding the existence of continuing Aboriginal and treaty rights, First Nations within this planning framework would receive only 4/14 representation.

Essentially, First Nations will have very little formal and direct influence on future planning decisions since they are defined and treated as what can easily be termed *'minority stakeholders'* in a land base historically theirs and still overwhelmingly populated/inhabited by their people today.

In general, references to First Nations as 'stakeholders' are quickly challenged by First Nation representatives every time First Nations' interests are lumped together with other 'non-First Nation' interests under the brand name entitled 'stakeholders'. To date, no plan for meaningful consultations and ability to participate by First Nations in this planning initiative have been identified.

The east-side planning initiative still offers an opportunity to accommodate important co-management principles to guide the province'' future relationship with First Nations both individually and collectively. Unfortunately, the draft Phase One Report quite clearly fails First Nations' interests in all senses.

We continue to view land use planning for all water and lands values on the East Side of Manitoba as an important initiative. This draft report falls short of understanding the commitment made by this government. And it clearly falls short of the intent of the COSDI report recommendations regarding the wide area plans for sustainable development.

Yours truly,

Gaile Whelan Enns
Manitoba Director
Wildlands Campaign
Canadian Nature Federation

Copy to: B. McTavish

Review of Phase 1 Preliminary Discussions on the Broad Area Planning Initiative for the East Side of Lake Winnipeg – Doug Lauvstad, Chair, Planning and Assessment Committee, Manitoba Round Table

January 14, 2002

Honourable Oscar Lathlin
Minister of Conservation
333 – 405 Broadway Avenue
Winnipeg MB R3C 0V8

Dear Minister Lathlin:

As requested, members of the Manitoba Round Table have reviewed the Phase 1 Preliminary Discussions on the Broad Area Planning Initiative for the East Side of Lake Winnipeg. The following general comments are submitted to Government on behalf of the Manitoba Round Table:

- Research: It was felt that the research needs are not fully addressed and good information will form the basis of good decisions. This aspect of the report should be further developed.
- Timelines: It was felt that the two-year timeline to have the East Side Lake Winnipeg Plan completed was unrealistic. There is a need for education and communication to all stakeholders, especially in the local communities.
- Alternate forms of economic development were not discussed, notably non-timber forest products. As well, there should be provision for an economic evaluation of the alternatives.

The following are specific comments from members of the Manitoba Round Table.

1. Having reviewed the material, I have both recommendations and thoughts to share. It is my opinion the Provincial Government has certainly improved on these consultative processes and has increased the level of meaningful participation. There will of course always be room for improvement as long as an individual or organization is less informed or has been left out of the process. The process chosen here seems to be very inclusive and so leaves me with the question of – what's missing? These thoughts lead me to taking a broader scope of the initiative and the process required.

My response to "what's missing" is that the government seems to be with the assumption that those who will be consulted with have the communication skills, understanding, education level and integrity to provide strong discussion beyond attaining their piece of the pie. Certainly time will tell if a community has been exploited to satisfy today's needs while neglecting those of future generations. Unfortunately, there exist out there conditions which do not compare to those within the perimeter. And so we may see the haves trying to communicate with the have-nots. This is prominent when we see comments such as "will expenses be covered and if so, what are the per diem rates and how many times will we meet". These are valid questions but you would think they are but minor details. For many, these are opportunities to increase earnings and provide for your family. As one example.

Consultation processes, meaningful participation, and other key phrases of the like lead one to think that a very in-depth and well-informed communication process is about to take place. Communication being the key word here. Webster's Dictionary defines communication as the giving or exchanging of information, signals, or messages as by talk, gestures, or writing. I like to believe that affirmation and full understanding results in effective communication as well. Sometimes understanding requires not only communication, but education. Webster's Dictionary defines education as the process of training and developing the knowledge, skill, mind, and character. My thoughts are that consultation requires communication that requires affirmation through true understanding that sometimes requires education. I think this is one of those times.

My recommendation is that there is required here some form of strong communication and education ensuring responsible and effective consultation and more importantly so that the best-informed decisions can be made by all Manitobans. Just as we as advisors to the Provincial Government are required to produce recommendations based on information that is presented orally to us or handed to us in written form. This type of discussion brings to light thoughts of onus or responsibility. Is it the responsibility of the Provincial Government to educate the public prior to consultation? I think so.

Recommendations:

1. Incorporate a strong public education and communication initiative to achieve full affect. You will find stronger cohesiveness, better long-term results and in addition, you will find the consultation process to run more efficient and effectively.
    - Provide relevant scenarios – European examples and bioregionlization.
    - Provide background material.
    - Provide open dialogue
    - Provide venue for youth to get involved – schools, schools, schools.
    - Promote stewardship via hands-on training and field positions/employment ops.

2. Increase the number of Round Table participants. Side Round Tables will work. Better too much then not enough. It'll pay off in the long run.

3. Use third party to perform the consultative tasks while the Province educate in a non-biased manner. Curriculum based programs are one venue. Stewardship and career-oriented training and employment opportunities tied in with Manitoba Conservation's Aboriginal employment strategy is another.

4. Take the side-arms away from the Conservation Officers and justify their wage increases by training them to educate in the field and classrooms instead of reacting in the courtroom or worse yet, in the field under pressure! The simplest example of being proactive versus reactive. Our front line community-based people seem to sit back and expect results without participating.

2. I think it is a well-thought out document/process, but have two cautionary points: The precautionary principle should be highlighted early and often, i.e. that the absence of absolute scientific knowledge/unanimity about a particular ecosystem component will not be used as an excuse for something to go forward unfettered, but rather will cause the most conservative course of action to be chosen, that is, least harm. The other point is that up front it should be acknowledged that ultimately all these kinds of processes lead to some kind of consensus, i.e. are expressions of public values, after all the evidence/knowledge from experts is weighed. If the process is inclusive, equitable, etc. enough – and it looks pretty good so far – then the result should be acceptable to all involved.

3. Plan Area:

I can understand the reasons for not wanting the area to be larger than it is, but that makes it all the more imperative that the planning process consider relations of the area to what lies outside. In particular, deliberations on transportation access should not be biased towards a north/south route for the northernmost communities rather than connections to Thompson. Both alternatives need full consideration. There will be other cross-boundary considerations to take into account, such as watershed links to Lake Winnipeg downstream and Ontario upstream. The draft recommendations do not mention the need for cross-boundary considerations.

Time frame:

The two-year time frame is too short, if BC's land use planning process is any indication. In BC, the Land and Resource Management Planning Tables take 4-7 years to complete their work. Tembec recommended 3 years (p. 92). Perhaps some matters can be decided in a shorter period, but likely not a complete plan. Consider the fact that 18 months of time has been burned up on Phase I, which is but a small part of the entire process and involved just three people doing the consultation and deliberation. Can the creation from scratch and operation of the much more complex structure recommended by the draft report, which requires the coordination and interaction of multiple groups in addition to public consultations be that much more efficient than Phase I?

Hydro recommendation #41
Hydro is to be directed not to submit a Bipole III EIS for a route through the region until January 2003. This is less than half way through the already too short process and is way too soon. They should be instructed not to submit their application until after the process is complete, in parallel with the instruction for forest operations not too increase beyond historic levels until the process is over.

Another troubling aspect of this recommendation is that there is no recorded submission that supports it. This suggests invisible inputs into the committee, and that is what undermines a public participation process. The notes record only that Hydro was briefed, but provide no record of requests from Hydro, nor from the Province regarding Hydro. It is crucial for inputs from both Hydro and the Province to be transparent in the process.

Composition of the East Side Planning Review Committee:
Following from the above observation, it is important that both Hydro and the Province be clearly identified contributors to the process, so that their positions are visible and subject to an open process of deliberation and negotiation. Likewise with the Feds. This means that governments should have representatives on the Committee who can synthesise and represent the policies of each level of government and take issues back for further deliberation within government.

Managing the complexity:
Let us hope that the process does not die under its own weight. The dual Round Table/Review Committee structure makes some sense in reconciling the positional orientation of groups and communities vs. the need to reconcile diverse views, but it will require very creative leadership and facilitation, which can press early on for the identification of points of contention that need focussed attention through subcommittees, special research needs, and negotiations.

Does it make sense to require consensus from the Review Committee before a point is brought forward to the Round Table? Cannot the Review Committee be better used to provide early detection of non-consensual points requiring attention (in addition to identifying consensual points)?

Are the two sets of sub-committees necessary? Wouldn't it be better to find a way for the Round Table and Review Committee to work with a single set of side tables on issues, which would report back to both bodies?

Recommendation 4
The first bullet should be amended to say that the Round Table members represent the public interest rather than their organizations or themselves. This could perhaps be spelled out. Who would have confidence in a group of people representing themselves?

It is importance of the research function and spelling this out clearly.

4. I haven't been involved in most of the discussions about the East Side planning, but a couple of points occur to me. It seems that the East Side is one of the most undeveloped areas in the province, so my assumption would be that the ecosystem there is in decent shape, relative to other parts of the province. My other assumption is that in general, developments are negotiated between "the government" and "the people", both of whom have areas of expertise to share, but both of whom may not have access to *all* the expertise and required research in land, forest, water, etc to ensure that that ecosystem is protected when development happens. Also one of the things I still haven't got completely clear about discussions about sustainable development, is to what degree we are working to protect/save the environment, and to what degree our efforts will just reduce the rate of deterioration. Lengthen our stay on the planet, or save the planet, so to speak.

I was glad to see in the Phase I document that there will be provision to bring in consultants and expertise as needed (Research Needs Recommendation #52) to do research on areas where neither the government nor the people have all the expertise needed to make decisions to protect the East Side. However, my concern arose when I read, on Page 49, the note at the end of the 3 recommendations on research needs to refer to Recommendation 17.

Recommendations 17 says there will be consultants hired to help carry out the duties of the Secretariat, but the duties of the Secretariat (Recommendation 18) do not seem to include doing research.

There is reference to preparing reports, which could be interpreted differently than doing research.

So after all this preamble, my suggestion would simply be to strengthen those sections of the report which refer to getting first class advice, research, etc., as needed so that future unknown circumstances, for example budget cutbacks or shortfalls, won't result in decisions being made without the required research being done.

I hope you will find the comments from the Manitoba Round Table helpful. Thank you for the opportunity to provide input into this important initiative.

Sincerely,

Doug Lauvstad
Chair
Planning and Assessment Committee

c: MRT Members

East Side Planning Initiative – Draft Phase One Report
Garry T. Miller, Hunt Miller & Combs
January 4, 2002

Honourable Oscar Lathlin
Minister of Conservation
Room 333 Legislative Building
450 Broadway
Winnipeg MB R3C 0V8

Dear Minister:

I am writing to request you *not* follow many of the recommendations contained in the East Side Planning Initiative – Draft Phase One Report (the "Draft Phase One Report"). As the largest unharvested area of boreal forest in North America, Manitoba's East Side Forest is a very important part of what remains of the world's frontier forests, which are large, ecologically intact, and relatively undisturbed natural forests. The ecological health, wildness and natural beauty of the lands and waters of eastern Manitoba should be protected. One of the ways this protection can occur is through the creation of an ecologically sustainable land use plan for eastern Manitoba. I am concerned the recommendations contained in the Draft Phase One Report, if followed, will result in the exploitation, not conservation, of this forest ecosystem.

I believe that to create an ecologically sustainable land use plan for eastern Manitoba, the following principles must guide the planning process.

Planning drives development, as opposed to development driving planning.
The Draft Phase One Report recommends that industrial developments such as road building and increases in logging be allowed to take place while the land use plan is being created. Development decisions such as these should come after the land use plan is put in place, not before.

The most important outcome of the East Side Planning Initiative is the creation of a land use plan that preserves the ecological health of the East Side Forest. The Draft Phase One Report overlooks the global ecological significance of the boreal forest ecosystem of eastern Manitoba. The Report's recommendations are focussed on its development, not protection.

The planning area encompasses all of the unallocated boreal forest located in eastern Manitoba. The proposed planning area does not encompass potential industrial developments such as diamond mines in the Knee Lake area, which could have a significant effect upon the forest and its wildlife.

That meaningful consultation takes place with the Aboriginal communities located in the planning area during the creation of the land use plan. There is little point in developing a land use plan for eastern Manitoba that is not acceptable to many of the area's inhabitants.

Thank you for giving your time and attention to my letter. I ask that you incorporate the above items in the East Side Planning initiative. Please place a copy of this letter immediately in the East Side Public Registry.

Yours truly,
Hunt, Miller & Combs
per:

Garry T. Miller

East Side Planning Initiative – Draft Phase One Report – Comments
Scott Kidd, Manitoba Chapter, Canadian Parks and Wilderness Society
January 15, 2002

Mr. Blair McTavish
East Side Planning Initiative
Conservation Department
Box 38 – 200 Saulteaux Crescent
Winnipeg, Manitoba R3J 3W3

Dear Mr. McTavish:

Re: East Side Planning Initiative – Draft Phase One Report – Comments

I am writing on behalf of the Manitoba Chapter of the Canadian Parks and Wilderness Society (CPAWS Manitoba) regarding the East Side Planning Initiative Draft Phase One Report (the "Draft Phase One Report"). This letter is in addition to the letter of December 19, 2001 which we submitted jointly with the Boreal Forest Network and Canadian Nature Federation.

It is the position of CPAWS Manitoba that the recommended planning process contained in the Draft Phase One Report is flawed in many ways. We believe the recommended process, if followed, will result in the exploitation of the East Side ecosystem. Given the ecological importance of the East Side Forest as one of the world's' last large, intact forest ecosystems, the East Side land-use planning process should strongly favour the protection of the health of this forest. To achieve this, CPAWS Manitoba recommends the principles discussed below be used to guide the planning process.

Principle #1 – No development should occur before land-use planning is completed

A good planning exercise begins with a clear vision of what you are planning for—what is the goal to be achieved. Next, the planning exercise is used to identify all available options to meet the goal. The various options are then investigated and weighed, leading to a determination of which option is best suited to fulfill the desired goal. Finally, the planning exercise will set out an action plan for the implementation of the chosen option. We believe the East Side Planning Initiative has not followed these fundamental steps of a planning process.

As discussed in our joint submission of December 19, 2001, the Minister has not set broad terms of reference for the planning process and outcome of the plan. As well, the land-use planning participants' common vision for the East Side was not established during Phase One of the planning process. Accordingly, the goal of what is to be achieved by the East Side Planning Initiative has not been determined. This mandates that all possible land-uses for the East Side be kept open.

Draft Phase One Report recommendations such as allowing highway planning and building, increases in forest allocations, and the continuing of mining exploration and development during the planning process, will result in the foreclosing of other land-use options, most particularly the "no development" option. As it has not yet been determined what is the goal of the land-use plan, it is inappropriate and premature of the Phase One team to be making recommendations regarding land-use activities.

Our Principle #1 is also in keeping with the sequential planning process proposed by the COSDI Core Group. Resource allocations by Manitoba are to be subject to the requirements of the large area sustainable development plan (COSDI Recommendation 3-C(g)). Specific development decisions, if any, should come *after* the land-use plan is in place, not before. As such, it is our position that recommendations which promote or endorse the undertaking of development activities before the East Side land-use plan is completed, should not be included in the final Phase One Report. More specifically, Draft Phase One Report recommendation #'s 28-32, 36-37, 42-44, 45-46, and 48, should not be included in the final Phase One Report.

Finally, we request that a mistake made in the Phase One team's interpretation of CPAWS Manitoba's March 2001, East Side submission be corrected. On page 31 of the Draft Phase One Report, our submission that, "Individual developments/projects, if any, proposed to take place in the planning area apply for environmental licences and be subject to individual environmental assessment" has been referenced in support of the notion that development be allowed to occur during the planning initiative. This reference is incorrect. As is clearly set out in our proposed decision tree for approval of the land-use plan (see pages 87-88 of the Draft Phase One Report), we recommended that the assessment of individual projects (Step 7) come after the land-use plan is approved (Step 6). Nowhere in our March 2001 submission is there support for the idea of approving industrial developments such as road building and increased logging while the land-use plan is being created.

Principle #2 – The most important outcome of the planning initiative is the creation of a land-use plan that preserves the ecological health of the East Side Forest

What is most disappointing about the Draft Phase One Report is that it fails to capture the overwhelming need to preserve the ecological health of the East Side Forest, which s the largest unharvested area of boreal forest in North America (Conservation Department News Release, July 3, 2001).

In a 1997 report entitled "The Last Frontier Forests – Ecosystems and Economics on the Edge" the World Resources Institute notes that only 22 percent of Earth's original forests remain as "frontier forests"; that is, forests that are large, ecologically intact, and relatively undisturbed. Canada has 25 percent of the world's total frontier forest, most of it boreal forest. (Russia and Brazil have 26 and 17 percent, respectively, of the world's remaining frontier forest). Using a different analysis and terminology, the United Nations Environment Programme listed Canada as having the second largest amount of the world's remaining "closed forest" (from "An Assessment of the Status of the World's Remaining Closed Forests" published in 2001).

Frontier forests are crucial to the well-being of the planet and its inhabitants for many reasons, including:

- They maintain global biodiversity as they are large enough to provide a safe haven for all their indigenous species, unlike fragmented and modified forests.
- As large, intact ecosystems governed by nature, frontier forests provide baseline information on how such systems should work.
- They provide a large portion of the Earth's ecological services, such as clean air and water.
- Frontier forests are home to many of the world's last indigenous cultures.
- The remaining frontier forests are a natural legacy for our children.

Of the world's frontier forest countries, only Canada has the present political, economic and social stability to halt further loss of these forests. Jurisdictions like Manitoba have a global responsibility to work for their conservation.

Beyond the global responsibility though is simply the opportunity to protect a large region of self-willed wilderness for the intrinsic value of nature itself. The East Side Forest provides us with a chance to "get it right the first time", to protect a healthy, intact ecosystem today rather than trying to restore what has been lost, tomorrow. Evidence of what happens when we put economic development ahead of ecosystem health includes species extinction, polluted waters, and defiled and fragmented landscapes. Much of this is the result of allowing development to take place without an understanding of the capacity of the ecosystem to absorb the impacts of human activities and of what the ecosystem needs to remain complete. An ecological sustainable land-use plan for eastern Manitoba should only allow development that does not impair the functioning of the East Side Forest ecosystem.

Principle #3 – The land-use planning area should encompass all of the unallocated boreal forest in eastern Manitoba

The ecological importance of eastern Manitoba mandates that immediate steps be taken to ensure the health of this *entire* boreal forest region is protected. There is not enough boreal forest left for us to continue to make land-use decisions which negatively impact the functions and biodiversity of these ecosystems. As such, industrial developments should not be allowed in forest regions for which a land-use plan has not been prepared.

The planning area recommended in the Draft Phase One Report excludes a large portion of Manitoba's unallocated boreal forest located in Natural Region 4b. Despite this, industrial developments such as hydro-electric projects and diamond exploration and mines are being proposed for this region.

Principle #4 – Meaningful consultation must take place with the Aboriginal communities in the region during the creation of the land-use plan

CPAWS Manitoba is concerned the proposed planing process does not provide a vehicle for "meaningful consultation" with the East Side aboriginal communities. More specifically, the Draft Phase One Report recommends that the Round Table, and not the government, consult with the aboriginal communities. Legal case law suggests that the Province of Manitoba consult directly with the different East Side communities and not through an intermediary.

The failure to provide for meaningful First Nation consultation also leaves the other possible planning participants in the unenviable position of having to work in a process that does not allow for the ideas and concerns of those who live in the planning area to be properly voiced and discussed. CPAWS Manitoba, like other planning participants, want our ideas for the East Side to be heard. At the same time, we want aboriginal rights to be recognized and affirmed. The planning process should not make us have to choose one over the other.

Thank you for giving your time and attention to our letter. Please place this letter in the East Side Planning Initiative public registry of comments. In preparing the final Phase One Report, we ask that you also revisit the recommendations contained in our earlier East Side position paper submitted to you in March 2001.

Yours sincerely,

Scott Kidd
Conservation Director, Manitoba Chapter
Canadian Parks and Wilderness Society

cc. Honourable Oscar Lathlin, Minister of Conservation

Aboriginal Resource Council (ARC)
Issue Paper No. 4
ARC's response to the Draft East Side Lake Winnipeg Phase I Preliminary Discussions "Summary of Comments and Recommendations From Phase I Discussions"
Broad Area Planning Initiative

Background

In 2000, Manitoba Conservation announced the government was initiating a process of broad area planning for land and resource use on the east side of Lake Winnipeg. The objective being to establish a planning process, in collaboration with the public, local communities, industry and First Nations, that will ensure comprehensive public involvement and provide the opportunity to develop a consensus vision for land resource use in the area. The initiative would also act as a pilot project for a broad area-planning program that will eventually cover the entire province.

Broad area planning is integrated and coordinated planning with an ecosystem focus, that ensures future land and resource allocations and proposed developments address social, environmental, health, cultural and economic needs of the public, local communities, First Nations and various stakeholders and interested groups.

The East Side Lake Winnipeg broad area planning initiative was divided into two phases:

1. Preliminary discussion; and
2. Plan preparation and adoption.

Under Phase I, the objectives of the preliminary discussions have the review panel make recommendations on several elements of the initiative, including:

- The steps and timing for the planning process;
- The boundaries for the planning area;
- The establishment of an East Side Lake Winnipeg Round Table and a larger Stakeholder Advisory committee; and
- Current major issues and options for the area, including the potential for expanded timber harvesting and associated value-added development, all-weather road access and a new hydroelectric transmission line corridor.

ARC was asked to review the draft report and share their remarks and concerns to the Sustainable Management Branch on this initiative.

ARC recommends:

1. Manitoba Conservation's broad area planning is integrated and coordinated to address social, environmental, health, cultural and economic needs of the First Nation, Metis, public, local communities and various stakeholders;

2. The Minister of conservation appoint two members from the Manitoba Metis Federation government in addition to the list of appointees identified;

3. Manitoba Conservation establishes a consultation process that will reflect the involvement of Aboriginal and Metis governments, organizations, women, elders and youth; and

4. Manitoba Conservation develop and initiate and education and communication strategy that will include Aboriginal Treaty and Inherent Rights.

Petition Regarding Land-Use Planning Process Proposed in the East Side Planning Initiative – Draft Phase One Report

Honourable Oscar Lathlin
Minister of Conservation
Room 333 Legislative Building
450 Broadway
Winnipeg, MB R3C 0V8

Dear Minister:

I am writing to ask you to fix the land-use planning process that has been proposed in the East Side Planning Initiative – Draft Phase One Report. As the largest unharvested area of boreal forest in North America, Manitoba's East Side Forest is a crucial part of the world's remaining "frontier forests"; that is, forests that are large, ecologically intact, and relatively undisturbed. The ecological health, wildness and natural beauty of the lands and waters of eastern Manitoba must be protected. One way this can be done is through the creation of an ecologically sustainable land-use plan. I am concerned that the recommendations contained in the Draft Phase One Report, if followed, will result in the exploitation, not conservation, of this forest ecosystem.

I believe that to create an ecologically sustainable land-use plan for eastern Manitoba, the following principles must guide the planning process.

- No development should occur before land-use planing is completed. The proposed process would allow industrial developments such as road building and increases in logging to take place *while the land-use plan is being created.* Development decisions should come *after* the land-use plan is in place, not before.
- The most important outcome is the creation of a land-use plan that preserves the ecological health of the East Side Forest. The proposed recommendations overlook the global ecological significance and intrinsic value and beauty of the boreal forest ecosystem of eastern Manitoba, and focus on its development, not its protection.
- The land-use planning area should encompass ALL of the unallocated boreal forest in eastern Manitoba. The proposed area does not encompass potential industrial developments, such as diamond mines in the Knee Lake area, which could have a significant effect upon the forest and its wildlife. These potential developments, and the pristine ecosystems they will degrade, should not be excluded from this process.
- Meaningful consultation must take place with the Aboriginal communities in the region during the creation of the land-use plan. There is little point in developing a land-use plan for eastern Manitoba if it does not take into account the ideas and concerns of those who live in the region.

Thank you for giving your time and attention to my letter. I ask that you incorporate the above principles into the East Side Planning Initiative, and please place a copy of this letter in the East Side Public Registry of comments.

Yours truly, Letters Received from:

Bev Evoy and Chris Beauchamp
Harold Shuster
Ms. Mary Wright
Mrs. M. Nichol
Mr. E.G. Johnson
Irene Bauman
Donna and Jim Goodridge
Sharron Bettes
Clayton and Barb Baumung

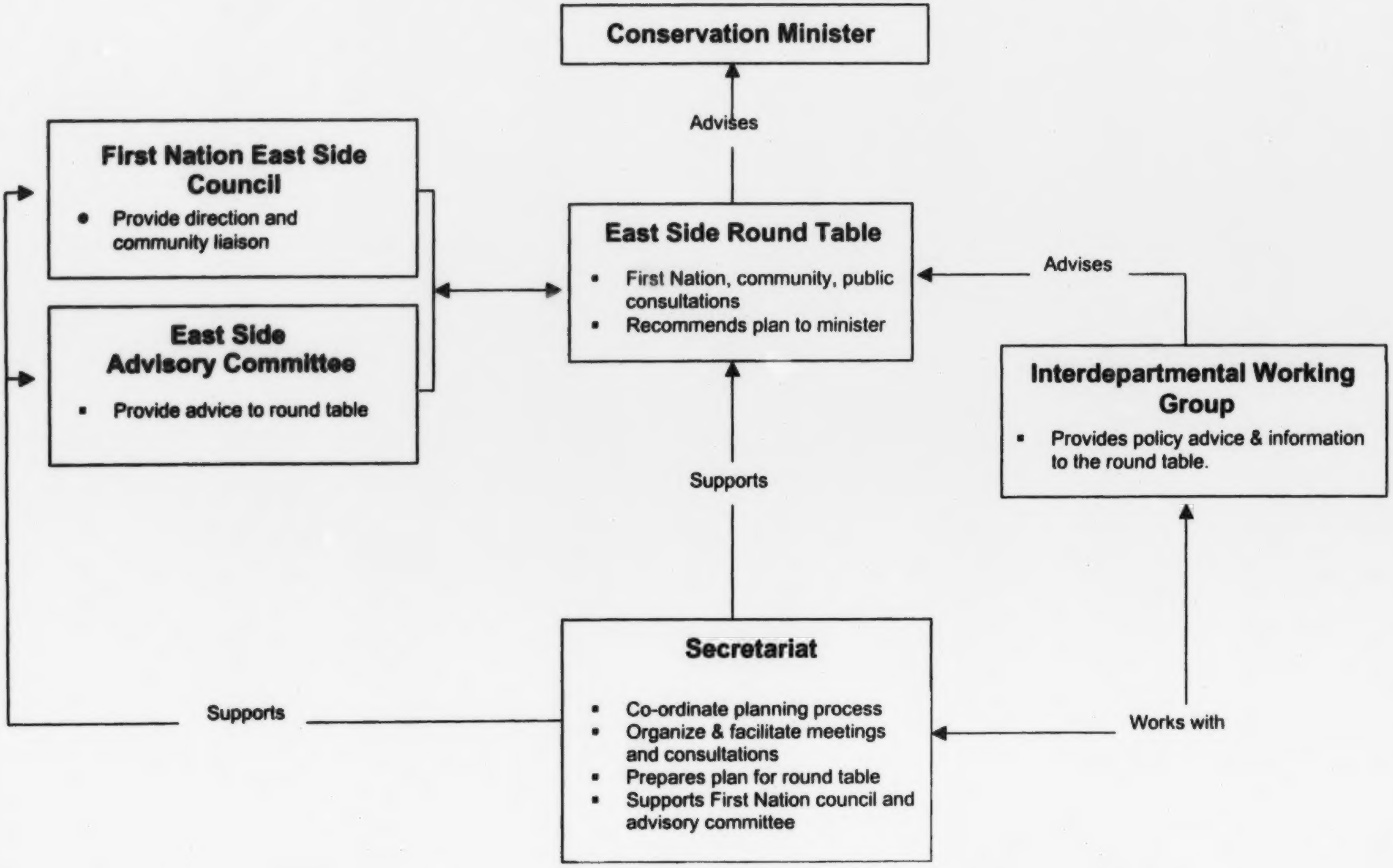
Mrs. Stephanie Glowacki
Ms. Helen F. Bowen
Mr. Marcel Cayer
Jane Dick
Ms. Theda L. Olson
Carol Brown and Dale Brown
Jean Abbott
T. Woods
Nathanial Wood

Clint & Judy Toews
Gladiola R. Smith
Elfriede S. Peters
Nancy I. Wright
L.P. Phillips
Helle Cosby
Ms E. Anne Barr
Mr. Bruce McLean
Connie Singleferry

Ian Ward
Barry Beskau
Judy Werier
Ms Mary Louise Chown
Melanie Wood
Mr. Digby Horne
Gord and Margaret Hammell
A.N. Dzisiak
D & E McPhail
Douglas A. Holland
Ms Susan Hiebert
Mr. Stanley Matthew
Ms Sylvia Lester
Tim Byres
Ms Hilda M. Large
Mrs. Pam Lucenkiw
Mrs. Louise Evans
Lawrie Croves

APPENDIX 6

East Side Planning Process Organizational Chart


Conservation Minister
Advises
First Nation East Side Council
Provide direction and community liaison
East Side Advisory Committee
Provide advice to round table
East Side Round Table
First Nation, community, public consultations
Recommends plan to minister
Advises
Interdepartmental Working Group
Provides policy advice & information to the round table.
Supports
Secretariat
Co-ordinate planning process
Organize & facilitate meetings and consultations
Prepares plan for round table
Supports First Nation council and advisory committee
Supports
Works with

FOR MORE INFORMATION CONTACT:

MANITOBA CONSERVATION
SUSTAINABLE RESOURCE MANAGEMENT BRANCH
200 SAULTEAUX CRESCENT
WINNIPEG, MANITOBA, R3J 3W3

(204) 945-6662

SEE ALSO WEB SITE

http://www.gov.mb.ca/conservation/eastsideplan